

**LEGISLATIVE BRANCH APPROPRIATIONS
FOR FISCAL YEAR 1985**

HEARINGS

BEFORE A

**SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE**

NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

H.R. 5753

**AN ACT MAKING APPROPRIATIONS FOR THE LEGISLATIVE BRANCH
FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1985, AND FOR OTHER
PURPOSES**

U.S. SENATE

**ARCHITECT OF THE CAPITOL (EXCEPT HOUSE ITEMS)
CONGRESSIONAL BUDGET OFFICE
GENERAL ACCOUNTING OFFICE
GOVERNMENT PRINTING OFFICE
LIBRARY OF CONGRESS
OFFICE OF TECHNOLOGY ASSESSMENT**



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COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON THE LEGISLATIVE BRANCH
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(II)

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LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1985

WEDNESDAY, MARCH 7, 1984

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 9:05 a.m. in room S-128, the Capitol, Hon. Alfonse M. D'Amato (chairman) presiding.

Present: Senators Hatfield, D'Amato, and Bumpers.

U.S. SENATE

OFFICE OF THE SECRETARY OF THE SENATE

STATEMENT OF HON. WILLIAM F. HILDENBRAND, SECRETARY OF THE
SENATE

ACCOMPANIED BY:

MARILYN E. COURTOT, ASSISTANT SECRETARY OF THE SENATE

STUART F. BALDERSON, FINANCIAL CLERK

CHAIRMAN'S OPENING STATEMENT

Senator D'AMATO. The subcommittee will come to order.

This morning we will begin hearings on the fiscal year 1985 budget and the fiscal year 1984 supplemental request for the operations of Congress and its support agencies. The total request for fiscal year 1985 is \$1,586,932,000, an increase over the total of \$1,474,123,600 appropriated to date for fiscal year 1984. If Congress approves the total fiscal year 1984 pay and program supplemental request of \$199,697,000, however, the fiscal year 1985 legislative branch request will be below the fiscal year 1984 amount.

As chairman of this subcommittee, it is my belief that Congress should not be bashful in appropriating the funds necessary to maintain a high level of service for our citizenry. This is the people's branch, and we must equip ourselves to serve them in the best way we can. That includes being prepared to acquire modern data and word processing equipment and the telecommunications system to support them.

We cannot afford to be profligate, however, or to irrevocably commit ourselves to a certain course in a rapidly changing environment. So I intend to carefully review the requests of all those appearing before this subcommittee and will expect from them full justification of their requests.

To begin our hearings, we will hear from the Secretary of the Senate, the Honorable William F. Hildenbrand, who will testify on behalf of the entire Senate request as well as the request for the operations of his own Office. He will be followed by the Sergeant-at-Arms of the Senate, the Honorable Larry E. Smith. Then we will hear from the Director of the Congressional Budget Office, Dr. Rudolph Penner, and the Executive Director of the Office of Technology Assessment, Dr. John Gibbons.

Since we have our distinguished chairman here, I will yield to him.

Chairman HATFIELD. I just came to harass Mr. Hildenbrand and Mr. Smith this morning.

Senator D'AMATO. We are honored to have our distinguished Secretary of the Senate, Mr. Hildenbrand. We ask you to proceed.

INTRODUCTION OF ASSOCIATES

Mr. HILDENBRAND. Thank you very much, Mr. Chairman.

I have with me this morning Miss Marilyn Courtot, who is Assistant Secretary of the Senate, and Stuart Balderson, who is Senate Financial Clerk.

I am appearing before your committee in my dual role; first, as Disbursing Officer of the Senate to testify regarding the budget for the Senate for fiscal year 1985, and second, as Secretary of the Senate to testify regarding the budget for my Office.

U.S. SENATE BUDGET

Mr. Chairman, the Senate supplemental budget estimates for fiscal year 1984 total \$8,393,000 and this amount has been incorporated into the budget estimates for fiscal year 1985. Therefore, I am considering these supplemental requests as being enacted only for the purpose of my presentation to your committee.

The Senate budget estimate for fiscal 1985, as reflected in the budget of the U.S. Government, and as presented today totals \$268,922,000 and represents an increase of \$10,774,000, or an increase of just over 4 percent of the combined total for fiscal year 1984 of \$258,148,000. This estimate includes regular Senate items which total \$264,625,000 and Senate joint items totaling \$4,297,000.

The budget estimates, as submitted, reflect changes in compensation, allowances, and expenses, and has been developed in accordance with the requests and proposals submitted by the various functions of the Senate.

OFFICE OF THE SECRETARY

Mr. Chairman, I am pleased to have the opportunity to appear today to present the 1985 fiscal year budget for the Office of the Secretary. The total appropriation of \$7,754,000 includes a \$276,000 increase over last year. This increase comprises two items totaling \$50,000 which we are requesting transferred to our budget from other appropriation accounts. Therefore, our actual increase is 3 percent.

I am not requesting any new programs or any significant changes to existing ones. I do have two administrative provisions which I will offer for your consideration. The first removes the \$10,000 restriction on travel expenditures and the other modifies a 1926 action calling for the Financial Clerk to become the Disbursing Officer in the event of the death, resignation, or disability of the Secretary.

SUMMARY OF THE INCREASES

Mr. Chairman, we are requesting an additional \$8,500 for online information services in the Senate Library. As I have stated in previous hearings, access to computer databases has become increasingly important in the conduct of our business. The new acquisition of the New York Times Information Service by Mead Data Central resulted in changes in the pricing structure for the use of this database. The higher charges have caused strains in our computer services budget.

I am requesting an increase of \$30,000 to cover the costs relating to the legal reference volumes and dictionaries we are required to provide to Senators. The original item did not include the dictionaries and stands, and our estimate for legal reference volumes was too low. In addition, the Disbursing Office has requested an increase of \$5,300 to cover expenses for payroll forms, insurance, periodicals, subscriptions, notary supplies, and fees, et cetera.

The costs relating to the education of Senate pages was added to the Secretary's budget in the last fiscal year. The additional \$25,000 in fiscal year 1985 should cover the expenses as detailed in the contract with the District of Columbia school system. We currently have an evaluation of the school underway by Cresap, McCormick & Paget, and I will be very happy to provide the committee with a copy of the report when it is available.

The other items with small increases are: \$500 for photographic supplies in the Historical Office; \$1,000 for the alarm system in the Office of Classified National Security Information; \$2,000 for travel, which has not been increased since fiscal year 1980; and \$1,000 each for books and conference registration fees. All of these are due to rising costs.

The stationery allowance for the Secretary's Office has been carried in a separate appropriation. We are now taking the same step the Sergeant at Arms has and including this item as part of our expenses.

As Secretary, I serve as the Executive Secretary of the Commission on Art and Antiquities. Staff members have always been appointed by the Secretary and are employees of the Secretary's Office. It has been my responsibility to oversee the budget and to prepare and submit changes on behalf of the Commission. The overall budget I am submitting includes the expenses for the Commission and would eliminate the need for a separate appropriation. There are no changes to the funding levels for either the stationery allowance or the Commission expenses.

Since this is the last time I will appear before this committee in my capacity as Secretary, I am submitting a full statement of the Office's activities during the last fiscal year.

In addition, Mr. Chairman, let me take this opportunity to thank you as the chairman of the subcommittee and thank your predecessor, Senator Mattingly; the chairman, Mr. Hatfield; Mr. Bumpers, the ranking member of the subcommittee, and staff for all of the assistance that you have accorded to the Office of the Secretary during my tenure as Secretary. Many of the things that we have been able to accomplish have been due in no small part to the cooperation that we have received from Keith Kennedy, Don Massey, Tom van der Voort, Terry Sauvain, and the members of this committee, and my Office is appreciative of that.

Thank you, sir.

[The statement follows:]

STATEMENT OF WILLIAM F. HILDENBRAND

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OFFICE OF THE SECRETARY

	FISCAL YEAR 1984	FISCAL YEAR 1985	INCREASE/DECREASE
SALARIES, OFFICE OF THE SECRETARY			
Fiscal Year 1984 Obligations	\$6,602,000		
1984 Increased Pay Cost (9 Months at 3.5 %)	<u>174,000</u>		
Total Obligations for Fiscal Year 1984	\$6,776,000		
Fiscal Year 1985 Base Program		\$6,776,000	
Proposed Salary Increases		200,000	\$+200,000
Full Year COLA at 3.5%		58,000	+ 58,000
Financing:			
Less: Unobligated balance, start of period	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
Appropriation	<u>\$6,776,000</u>	<u>\$7,034,000</u>	<u>\$+258,000</u>

EXPENSES, OFFICE OF THE SECRETARY

Historical Office: Books and Documents	\$ 1,000	\$ 1,000	\$ -0-
Photographic Supplies	6,000	6,500	+ 500
Library: Online Information Services	35,000	43,500	+ 8,500
Microform Publications	22,000	22,000	-0-
Books, Subscriptions, Standing Orders	31,000	32,000	+ 1,000
Office of Classified National Security Information:			
Maintenance contract for alarm system	3,000	4,000	+ 1,000
Travel (Public Law 94-59)	10,000	12,000	+ 2,000
Registration Fees	1,000	2,000	+ 1,000
Substitute Reporters and Transcribers (Public Law 89-90)	20,000	20,000	-0-
Office of Public Records (Public Law 92-342)	25,000	25,000	-0-
Consultants (not more than two) (Public Law 95-26)	51,000	51,000	-0-
Legal Reference Volumes and Dictionaries (Senators' Offices) (Public Law 92-51)	35,000	65,000	+ 30,000
Contractual Legal and Administrative Services and Miscellaneous Expenses	85,000	65,000	- 20,000
Disbursing Office: Payroll Forms, Notary Fees and Supplies, Insurance	13,000	18,300	+ 5,300
Orientation and Training (Public Law 95-94)	2,000	2,000	-0-
Newspapers	25,000	25,000	-0-
Senate Service Awards (Senate Resolution 21, Sept. 10, 1965)	18,000	18,000	-0-
Postage	7,000	7,000	-0-
Education of Senate Pages (Public Law 90-51, as amended and S. Res. 184, July 29, 1983 and P.L. 98-125)	225,000**	250,000	+ 25,000
Stationery*	-0-	27,000	+ 27,000
Commission on Art and Antiquities (S. Res. 382, 90th Congress)*	-0-	23,000	+ 23,000
Photo Essay (P.L. 98-181)	60,000	-0-	- 60,000
Total Obligations	\$ 675,000	\$ 719,300	\$+ 44,300
Financing:			
Less: Unobligated balance, start of period	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
Appropriation	<u>\$ 675,000</u>	<u>\$ 720,000***</u>	<u>\$ 45,000***</u>

SUMMARY OF APPROPRIATIONS REQUESTED

Salaries (salaries, officers, and employees)	\$ 6,776,000	\$ 7,034,000	\$ +258,000
Expenses	675,000	720,000	+ 45,000
Stationery	<u>27,000</u>	<u>-0-</u>	<u>-27,000</u>
Total Obligations	\$ 7,478,000	\$ 7,754,000	\$ +276,000
Total Financing			
Less Unobligated balance, start of period	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
TOTAL APPROPRIATION	<u>\$7,478,000</u>	<u>\$ 7,754,000</u>	<u>\$ +276,000</u>

*Items transferred to Secretary's budget

**Includes program supplemental request of \$78,000

***Items which have been rounded

The other items with small increases are: \$500 for photographic supplies in the Historical Office; \$1,000 for the alarm system in the Office of Classified National Security Information; \$2,000 for travel, which has not been increased since fiscal year 1980; and \$1,000 each for books and conference registration fees. All of these are due to rising costs.

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separate appropriation. We are taking the same step the Sergeant at Arms has and including this item as part of our expenses.

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Since this is the last time I will appear before this committee in my capacity as Secretary, I am submitting a full statement of the Office's activities during the last fiscal year.

CURATOR OF ART AND ANTIQUITIES

In its program to document the story of the Senate, the Commission on Art and Antiquities activities of the past year were wide-ranging and comprehensive. Particular attention was paid to the development of the Senate's collections, as well as the continuing study of those objects which have long been a part of the institution's holdings.

Public attention was immediately drawn to the Senate and its collections of oil and marble portraits in the aftermath of the November 7th bombing. While marble busts of Vice Presidents Roosevelt, Sherman and Stevenson survived the explosion unscathed, oil portraits of Senators Webster, Clay, Calhoun, Sumner and Allison were not as fortunate. Loss of surface paint was particularly costly to the study of Daniel Webster, attributed to Richard Nagle, and purchased from the noted Civil War photographer Matthew Brady in 1881. However, two days of careful sifting through rubble and debris resulted in recovery of most of the paint fragments and complete restoration of this important work was assured. The damage to the other paintings, while less severe, also required several weeks of restoration effort. Under the fine arts conservation program, fostered by the Commission on Art and Antiquities, each of these works had undergone complete restoration in the last decade. As a result, the degree of damage they otherwise would have suffered was considerably reduced. Also restored in the past year, under the ongoing

conservation program, were oil portraits of Andrew Jackson, Patrick Henry, and Senator John T. Morgan.

With the addition this year of 65 wood engravings, the Senate's collection of 19th century views has grown to over 300 prints. In order to assure the preservation of these revealing documents, selected examples are being sent to paper conservators on a regular basis. An illustrated guide to this collection is presently under consideration.

With the cooperation of the Sergeant at Arms, the identification and cataloguing of selected Senate furniture from throughout the Capitol continues apace. Activities related to historic furnishings also include an updating of the Senate Chamber desk catalogue, relocation of a carved rosewood bookcase to its original setting in the Vice President's room, and restoration of a 19th century Seth Thomas wall clock. Extensive damage was sustained by several chairs and settees located near the site of the November bombing. These were successfully restored by the Senate Cabinet shop. The explosion also necessitated repairs to the historic "Ohio clock," and these were completed within days of the bombing.

The Commission continued to sponsor exhibits featuring objects selected from the collections of the Senate. The staff also provided registrarial and installation services to Members receiving loans of paintings and prints from institutions in their home states. The Webster-Hayne debate of 1830, long heralded in the legislative history of the U.S. Senate, was commemorated in a special exhibit located in the Capitol Crypt. Among the documents selected to chronicle the events surrounding this memorable encounter were Daniel Webster's Senate chamber notes, contemporary accounts of gallery spectators, and original graphic depictions of the debate. Another exhibit related to the Senate chamber of this era was devoted to the members' use of snuff. It featured a collection of period American snuff boxes recently acquired by the Commission, and was accompanied by an illustrated monograph which provided an expanded discussion of the subject. Two other exhibits, documenting the more recent past of the Senate, were presented in the Russell Building rotunda. These included a colorful history of the Russell Building's Caucus Room, and "A Pointed Perspective," a collection of political cartoons which concern the Senate from the 1830's to the present.

The Old Senate and Supreme Court chambers served as ceremonial settings for several recent occasions. As the 98th Congress convened in January, the reelected and newly-elected members of the Senate repeated the oath of office in the Old Senate Chamber. Later in the year, ceremonies were held there marking the issuing of the Henry Clay stamp from the U.S. Postal Service's Great American series. Ceremonial and interpretive programs for a number of museum and historical organizations were also held in the Old Chambers. Numerous requests from network and independent television producers to film in these rooms were honored when the productions were found to be in keeping with the Commission's guidelines.

A brief review of other programs, instituted or continued over the past year, indicates the range and diversity of this office's activities. These include support for tours of the handicapped, through a program established by the Sergeant at Arms of the Senate, assistance in the production of commemorative objects whose designs reflect the symbolic heritage of the Senate, and staff seminars on Senate history and traditions, sponsored by the Secretary and the Sergeant at Arms.

SENATE HISTORICAL OFFICE

Late in 1982, the Study Group on the Commemoration of the United States Senate Bicentenary held its third and final meeting and issued a comprehensive report containing recommendations for ceremonial events, exhibitions, conferences, and publications. That report was published as Senate Document 98-13 and distributed to all current and living former Senators as well as major libraries across the nation. The Historical Office served as staff to the sixteen-member study group and, in association with the Senate Curator's Office, will work to implement its recommendations.

Guide to Former Senators' Papers

Seven years of research and data gathering came to fruition in June 1983 with the publication of Guide to Research Collections of Former United States Senators, 1789-1982 (Senate Document 97-41), the first in a series of Senate bicentennial publications. The 362-page guide provides a comprehensive listing of the location of the manuscript collections and oral histories of

the nearly 1,700 former Senators located in more than 350 historical societies, universities, public libraries, as well as in basements and attics throughout the nation. Designed to stimulate research in the Senate's history, the Guide has been distributed to 1,500 government depository libraries and to all current and living former Senators. Archivists, historians, librarians, and researchers across the nation had requested an additional 2,500 copies by the end of the fiscal year.

Senate Biographical Directory

Work began during the year on a second major publication project to be produced in connection with the Senate's 1989 bicentennial. The Senate Bicentennial Study Group strongly recommended "a comprehensive biographical guide to the more than 1,750 individuals who have served in the Senate since 1789." The proposed guide would either revise or completely replace the now out of date and out of print Biographical Directory of the American Congress, 1774-1971. Unlike its predecessor, the new directory would include information on members' achievements while in office such as leadership positions and major legislation.

After consulting with editors of major biographical guides, such as the Directory of American Biography and Notable American Women, the Historical Office devised a comprehensive data form and began the tedious work of assembling information in June. Drawing on published reference books and the Biographical Directory files of the Joint Committee on Printing, the Historical Office has completed data forms for one-third of all former members.

Presentation Volume for Distinguished Foreign Visitors

Work on a publication suitable to serve as the Senate's gift to visiting dignitaries as well as a gift Senators may present when traveling abroad, begun at the request of the Senate leadership, neared completion during the past year. The handsome, sixty-four page presentation volume will contain 119 illustrations. Architectural-quality photographs of contemporary sites in the Senate wing of the Capitol and three office buildings are contrasted with black and white historical photographs of the same areas. In October, the Photo Historian, with the assistance of the Architect of the Capitol's Office, photographed the current Senate Chamber for this publication. All necessary

photographs have been obtained, text and captions for the volume have been written, and a layout completed. Publication is expected by March 1984.

Oral History

The office completed two oral history interviews and began two others. Interviews with William Ridgely, former Assistant Secretary of the Senate and Senate Financial Clerk, and Stewart E. McClure, former Chief Clerk of the Senate Labor and Education Committee, are being edited and typed in final format. Interviews with Carl Marcy, former Staff Director of the Foreign Relations Committee, and Inspector Leonard Ballard of the Capitol Police Force have also been completed.

Catalog of Unprinted Hearings

The office completed work at the National Archives to locate all unprinted hearings of Senate committees. Working with personnel from the Congressional Information Service (CIS), staff members identified and catalogued some 10,000 hearings from the period 1945-1970. This information is being entered into a computer database to prepare for committee-by-Congress lists that will be distributed to all Senate committees to assist in searching for additional hearings not in the Archives' collection. This marks a significant step forward in the goal to publish a catalog of all unprinted hearings.

"Historical Series" of Foreign Relations Committee

The staff continued to provide editorial assistance to the Foreign Relations Committee in the publication of its "Historical Series" of previously closed hearing transcripts. The volume covering events in 1960 was published, and the two volumes covering 1961 have been prepared and are awaiting publication pending declassification proceedings.

Committee Records Management and Disposition Assistance

Individual assistance to Senate committees was provided through files maintenance seminars, files surveys, and individualized consultations as requested. Since January 1983, the archivist has worked with all but two standing committees, and these two committees had received assistance in the fall of 1982. The archivist also worked with the Special Committee on Aging to develop a method to sample their voluminous issue correspondence files and with the Ethics Committee to develop access procedures for their investigative

case files. Individualized assistance to committees included recommendations for setting up files, identification of permanently valuable records, appraisal of files, assistance with the transfer of files to the National Archives during the past year have been made under the archivist's supervision. The results include a substantial improvement in the administrative usefulness and historical quality of archival records that committees send to the Archives and the prompt disposal of large quantities of non-record material.

Besides committees, certain administrative offices have received assistance with identifying their files of permanent value. Included were the offices of the Bill Clerk, Executive Clerk, Democratic Policy Committee, Interparliamentary Services, the Vice President, the Legal Counsel, and the Office of Public Records.

Procedures for Senate use of the Washington National Records Center for temporary storage and monitored disposal of transitory records were developed, and an agreement between the Secretary of the Senate and the Archivist of the United States was signed on June 6, 1983. Work on a revision and expansion of the handbook "Senate Committee Records" was begun. This will be completed in 1984 and will contain a records schedule to govern the transfer of official files to the Archives on a continuing basis.

Senators' Office Records Management and Disposition Assistance

In response to requests for records management assistance from several Senators' staffs, the archivist adapted a committee files maintenance and disposition seminar to address the files management needs of members' offices. Materials developed for the seminar have been expanded and compiled into a handbook for files maintenance and disposition that will be available to all Senators' offices in 1984. The handbook provides office managers with enough information to assist them in setting up useful and efficient files that can then be appraised by an archivist, and disposed of on a routine basis in a conscientious manner. An informal committee of Senators' office managers reviewed a draft of the handbook. This committee has requested development of an office start-up kit and regular seminars on records management.

Senate Photographic Collections

As part of the continuing project to acquire a likeness of the Senate's 1,760 current and former members, the Photo Historian has made arrangements with the Library of Congress to copy a selection of the best Senate related prints and photographs of the Library of Congress. This collection when compiled in 1984 will enable the office to fill requests more efficiently as well as to serve as a national repository for Senate related photographs.

In September 1983, the Photo Historian received permission from the Martin Luther King Library to search its newly-acquired photographic files of the defunct Washington Star. The collection totals over 3 million items. The files have proved extremely rich for photographs of Senators and the Senate for the period 1925 to 1981 and have already yielded a large quantity of unique photographs that will greatly enhance the Senate's collection. Work on the individual and topical Star files should be completed by mid 1984.

This year has brought a major increase in the use of the office photo resources by picture researchers, Senate staffs, and scholars. There has also been a large increase in referrals by the Library of Congress and National Archives. The office has distributed more than 300 photos this year.

Senate Election, Expulsion and Censure Cases

With cooperation of the Senate Ethics and Rules Committees, the Historical Office is continuing work on a completely rewritten edition of Senate Election, Expulsion, and Censure Cases, 1793-1972. Sixty cases, covering the earliest years through the immediate post Civil War years have been completed. Although subsequent cases involve increasingly more complex political and procedural issues, work on this project will be completed in 1984.

SENATE LIBRARY

The significant achievements of the Library during fiscal year 1983 included the following:

A self-study of the Library's operations and services was begun in March and conducted during the ensuing months. Its aim was to improve services and increase productivity; among the results of the study were a reorganization of staff, upgrading of reference skills and better defined work procedures, especially in technical processing.

The Senate Library's computerized catalog was initiated in October 1982; progress in the production of bibliographic records in the database was greater than expected due primarily to the assistance of the summer interns.

A new numbering system for identifying Senate hearings, committee prints and other publications was adopted; the Library undertook to compile a numerical listing of these types of Senate publications for depository libraries.

LEGIS Service

The terminal operators in the LEGIS unit answered over 77,000 inquiries from Senate offices about the status of legislation. This total is the second highest number of requests handled since the service was begun in April 1975. As is customary for the first session of a Congress, there was a 14 percent decrease from the previous year, and a 25 percent increase when compared to the first session of the previous Congress.

Fiscal Year	Congress/ Session	Number of Inquiries	Percentage of Change From Previous Year	Percentage of Change From Same Session of Previous Congress
1975	94/1	26,100	N/A	N/A
1976	94/2	32,564	N/A	N/A
1977	95/1	38,893	+19%	N/A
1978	95/2	56,358	+45%	+73%
1979	96/1	46,635	-17%	+20%
1980	96/2	79,072	+70%	+40%
1981	97/1	61,643	-22%	+32%
1982	97/2	89,860	+46%	+14%
1983	98/1	77,352	-14%	+25%

A number of enhancements of the LEGIS and SCORPIO systems was implemented during the year:

(1) in May the Library staff began to enter into the LEGIS database the publication numbers identifying Senate committee hearings and prints when the latter were specifically related to legislation by measure number;

(2) the "send" command, which permits the printing of sets of bills by means of a single command to the printer, was implemented by the Senate Computer Center;

(3) a new file listing federal government programs which are scheduled to terminate at a specified time was added to the SCORPIO database.

Reference Service

The reference librarians responded to over 12,000 reference requests, which represents a 1 percent decrease from last year and, untypically, a 1 percent decrease from the first session of the previous Congress.

Fiscal Year	Congress/ Session	Number of Inquiries	Percentage of Change From Previous Year	Percentage of Change From Same Session of Previous Congress
1976	94/2	2,250	N/A	N/A
1977	95/1	6,650	N/A	N/A
1978	95/2	7,845	+18%	N/A
1979	96/1	9,206	+17%	+38%
1980	96/2	12,644	+37%	+61%
1981	97/1	12,227	- 3%	+33%
1982	97/2	13,442	+10%	+ 6%
1983	98/1	12,102	-10%	- 1%

Late in the fiscal year the reference staff began testing a new database available through House Information Systems: the Congressional Legal Retrieval System. Access to this system is desirable since it contains the full text of the United States Code and of all Senate and House measures introduced in the 98th Congress.

Technical Services

We have improved the record keeping of purchase orders and standing orders, and have more accurate verification of bibliographic records. The handling of the Library's subscription renewals by F.W. Faxon Company continues to be a satisfactory arrangement.

In October 1982 we began to compile the online catalog which is intended eventually to list the bibliographic records of the books and government publications in the Library's collection, a long-term project which ranks among the most important undertakings of the Library. Significant progress was made during the year in compiling records for about 90 percent of the government documents collection, all periodicals and approximately 30 percent of the books in the classified collection. Also included in the online catalog are the bibliographic records of committee hearings and committee prints published during the 98th Congress, as well as of all current new acquisitions; both of these activities are to be an ongoing routine.

Micrographics Center

The Center was used 463 times, a decrease of 22 percent over the previous year. Part of this decline can be attributed to greater use of printing of newspaper and magazine articles from the NEXIS database.

Senators' Reading Room

A total of 3,220 visitors made use of the Senators' Reading Room during the year, reflecting a decrease of 20 percent from the previous year.

Publications Program

In June 1983, the Senate Committee on Rules and Administration agreed to the Secretary's proposal that the Committee take over from the Senate Library responsibility for the publication of Nomination and Election of the President and Vice President of the United States.

The Index of Congressional Committee Hearings for the 96th Congress was expected to be approved for printing in September 1983. The inexplicable loss of about 200 pages of the proof by the Government Printing Office, however, caused a delay in publication. The Index will be available early in 1984.

In August 1983, it was decided that publication of Presidential Vetoes should logically occur upon completion of the present term of the Reagan Administration.

Public Relations

The Library was active in a number of programs designed to inform patrons of its range of services. The Library participated in the orientation for newly-elected Senators in December 1982. Under the joint sponsorship of the Secretary of the Senate and the Sergeant at Arms, the Library conducted six seminars on three occasions during the year to describe library services to staff from Senate offices; and Library staff representatives participated in the Capitol Hill Information Seminars and in the District/State Staff Institutes sponsored by the Congressional Research Service.

Activities of Library Staff

Library staff members attended a number of CRS institutes which were held during the year: one went to the one-day basic institute; two to the three-day advanced institute; and one to the four-day graduate institute. In addition, Library staff attended various seminars on the amendment process, the authorization and appropriation processes, and history and traditions of the Senate. Library staff members also participated in professional organizations by attending the annual conferences of the Special Libraries Association, the American Institute of Conservation, and the Library and Information Science Association.

Senate Publication Numbering System

The introduction of a system for numbering Senate committee hearings, prints and various Senate publications beginning with the 98th Congress did not go smoothly and presented persistent problems. Errors in the assignment of numbers have been made throughout the year. Steps were taken in August to center responsibility in the Office of Printing Services except under specified emergency conditions.

To assist depository librarians with the confusion caused by these errors, the Library undertook to compile a listing of all Senate publications with their correct numbers. This listing is expected to be an ongoing activity.

Activities of the Bookbinder-Conservation Specialist

In addition to the routine services provided for the Senate Library and for the Offices of the Senate Curator and the Senate Historian, the Bookbinders were actively involved in assisting the committees with the binding of their materials in conformance with the Binding Standards developed and implemented last year.

In addition to routine work performed for the Library, the bookbindery completed several special projects: the rebinding in leather of a set of Statutes at Large for the Marble Room behind the Senate Chamber; the binding in buckram of approximately 100 green paperback volumes of the daily Congressional Record; and the preparation for binding at the Government Printing Office of sets of Debates in Congress and Abridgement of Debates in Congress for the use of the Senate Legal Counsel's Office. The Bookbinders also assisted Library staff in using the procedures required by the new Binding Standards for materials which the Library sends to the Government Printing Office for binding.

The bookbindery assisted the Office of the Curator in the preparation of two exhibits: "The Senate in 1850" and "The Webster-Hayne Debate." In addition, the Bookbinders cleaned and repaired 50 volumes of the Congressional Globe and Foreign Relations of the United States for the Vice President's ceremonial office. At the end of the year, the Bookbinders began the rebinding in leather of books concerning former Vice Presidents which, when completed, will also be kept in the ceremonial office. Finally, the

Bookbinders matted and framed numerous graphic materials for display in the Capitol.

The Bookbinders continued to provide assistance relating to the preservation of the Historian's photographic collection. A number of volumes of Guide to Research Collections of Former United States Senators were bound for special presentation. Finally, the bindery agreed to undertake an ongoing project for the Historian's Office of monitoring the progress of the conservation program to preserve Senate records at the National Archives.

Binding Standards

The Bookbinders continued to provide assistance to Senate committees in the preparation of materials to be sent to the Printing Office for binding. With the cooperation of the Director of the Office of Printing Services, a system was devised to allow the Bookbinders to see the materials prepared by the committees for binding prior to shipment to the Government Printing Office. This effort assures that the committees conform to the procedures required by the Binding Standards instituted in 1982. During this fiscal year, the Bookbinders visited various committees a total of 35 times. In addition, the Bookbinders revised the Congressional Binding Instruction Form to make it simpler.

The Bookbinders participated in an ongoing program to rebind, in accordance with the Binding Standards, Senate materials at the National Archives relating to the congressional serial set. In June, however, a determination was made that these materials are of marginal value, are seldom used and are available in the microform serial set published by the Congressional Information Service. The Binding Office has provided a cost estimate of approximately \$185,000 to rebind the remaining 2,340 volumes, a cost which would be borne by the Senate, thereby saving the Senate \$185,000. It was decided to delay the binding pending evaluation of alternate options for the disposition of this material.

OFFICE OF PUBLIC RECORDS

Senate Public Financial Disclosure

The 1983 filing date for Public Financial Disclosure Reports was Monday, May 16th. On Thursday, May 19th, these reports were released to the press and public. Copies were provided to the Select Committee on Ethics and

appropriate state officials on that same day. Some 714 reports had been filed containing more than 8,500 pages. Seventy advance requests for full or substantial sets were received, including 26 requests for copies of all Senators' reports.

Senator and candidate Public Financial Disclosure filings are now the only original documents being retained in this office. All staff Public Financial Disclosure Reports filed under Senate Rule 34 have been transferred to Archives.

Federal Election Campaign Act, As Amended

During a non-election year, only two reports are required under the Federal Election Campaign Act. Approximately 2,000 reports have been received which involved microfilming 23,825 individual documents. Of those documents, 74 statements of candidacy and 118 statements of organization were submitted to this office.

All original documents filed from 1972 through 1976 have been boxed, indexed and transmitted to Archives.

Federal Regulation of Lobbying Act

In excess of 38,000 registrations, quarterly reports and amendments were received, processed and made available for public inspection and copying.

In my last statement to this committee, I indicated that a lobbying index system would be operational during the first half of 1983. This has not been accomplished primarily due to problems encountered in obtaining the system. These difficulties have now been resolved and the system is now being tested at the Senate Computer Center. It is hoped that it will be operational by March 1984.

Compilation

The sixth edition of the document entitled "Compilation of Reports and Statements to be Filed by Senators, Officers, Employees, and Other Individuals," was revised and distributed to approximately 400 individuals.

During the previous fiscal year, the office provided service to 1,900 individuals and 63,554 copies were sold, resulting in \$6,355 returned to the U. S. Treasury.

FEDERAL ELECTION COMMISSION

The Secretary, as Ex Officio Commissioner of the Federal Election Commission is represented through his Special Deputy in all Federal Election Commission activities.

The Commission conducts most of its activities through regular scheduled meetings, both in executive session and open sessions. Executive sessions mainly focus on resolving compliance, audits and internal workings of the Commission such as personnel matters. In 1983, 45 executive sessions were held.

Other matters such as requests for advisory opinions are considered in open session. There were 39 open sessions in 1983.

Two special sessions were held in 1983, one concerning the FEC's fiscal year 1985 budget, and the other relating to proposed revisions of the FEC regulations 11 CFR 114.3 and 114.4 (communications by corporations and labor organizations), and 114.8 (solicitation authorizations required to trade associations of its corporate members).

The Commission also held two days of hearings on proposed changes to its 114.3 and 114.4 regulations.

Advisory Opinions

Under the statute, the Commission has the authority to respond to requests for advisory opinions in order to supplement the statute and Commission regulations. These opinions can be requested by any interested party. In 1983 the Commission received 48 requests for advisory opinions. One of these was withdrawn by the requestor. The Commission considered and issued 44 advisory opinions. Eight of these were requested in 1982 and 36 were requested in 1983.

Non-Presidential Audits

Under the Federal Election Campaign Act (2 U.S.C. 438(b)), the Commission is authorized to audit non-presidential political committees. In 1983 the Commission audited 22 non-presidential campaign committees (seven candidate and 15 non-candidate committees).

Seminars

Five regional seminars were held in 1983 under the auspices of the Federal Election Commission. The purpose of these seminars was to instruct

candidates, political committees and other persons involved in Federal elections as to the requirements of the Federal Election Campaign Act. These seminars were held in conjunction with workshops sponsored by state election officials and the FEC's Clearinghouse. These workshops examined general election administration problems, i.e., voting machine, vote fraud, recounts and contest of elections.

The Special Deputy, along with staff of the Senate Ethics Committee, participated in a Senate seminar regarding the impact of election laws as well as Senate Rules on Senators. The session took place on April 20, 1983, and attendance was limited to Senate staff.

Congressional Oversight

The Commission reviews compliance with the election law through a procedure known as "Matter Under Review" (MUR). Through that procedure the Commission ultimately decides whether there is a Probable Cause To Believe that a violation has occurred and, if so, enter into conciliation with the alleged violator attempting to arrive at voluntary compliance with the F.E.C.A. Compliance matters can be generated through internal Commission procedures or through outside complaints. In 1983, the Commission opened 103 MURs and closed the file on 118. (Many of the MURs closed were cases from previous years.)

STATIONERY ROOM

The Stationery Room completed fiscal year 1983 with gross sales of \$2,411,766, an increase of \$87,896 over fiscal year 1982. Total combined cash and charge sales tickets issued during the year amounted to 83,271.

The additional computer equipment purchased last year was installed and has helped speed up the overall operation significantly. However, the weak link in the sales operation continues to be the ruby wands used to read the bar codes on the products. We have purchased the new heavy duty wands which appear to be somewhat more reliable, however, we will continue to look into other alternatives.

In addition to purchasing additional hardware last year, we also contracted for numerous software modifications. At this time, all modifications have been implemented and, with one or two exceptions, are working effectively.

After accepting control of the Sergeant at Arms' inventory of file folders, guides, etc., we proceeded to add these items to the yearly bid of supplies. This proved to be very beneficial as contract prices were reduced approximately 40 to 60 percent from those prices previously paid by the Sergeant at Arms.

In addition to those items previously dispensed by the Sergeant at Arms, we also added film, flash bulbs, batteries, garment bags, and carry-on luggage and a variety of gift items to the inventory. These included a walnut box with pewter lid molded with a relief of the "U.S. Seal," various crystal pieces and several designer items.

The new designer items were created especially for the Senate by Frankie Welch and include a woman's scarf, man's tie, and tote bag. The designer items were available for sale in early December of 1983.

INTERPARLIAMENTARY SERVICES

The Office of Interparliamentary Services completed its second year of operation in December 1983. In addition to Congressional delegations, the staff has handled individual travel arrangements for Senators and for staff delegations authorized by the Majority and Minority Leader. Assistance also has been given to Senators and staff members authorized to travel by committee chairmen.

In April 1983, at the invitation of the Republican Conference, the Director of Interparliamentary Services presented a program to the chief clerks of the standing and select committees of the Senate. The response to the services of our office was enthusiastic. We now regularly assist many of the chief clerks in preparing their quarterly financial reports on expenditures for foreign travel and aid them in making travel arrangements.

The office continues its responsibility for receiving, reviewing, and printing in the Congressional Record the consolidated reports of expenditures of foreign travel filed by each committee chairman. Our Notification of Foreign Travel forms are being utilized and assist us in tracking delinquent financial reports.

Interparliamentary Services is now firmly established in the Senate as a service branch of the Secretary of the Senate. Our work load has increased

accordingly, as noted when a third full-time staff member was added in June. At that time, the position of Assistant Director was created.

Also in 1983, the staff of Interparliamentary Services moved to offices in the Hart Building. These new quarters have enabled the staff to proceed with their responsibilities more efficiently. This, coupled with new word processing equipment, allows us to serve the Senate with new professionalism.

INTERPARLIAMENTARY SERVICES - TRIPS IN 1983

April 21 - 29, 1983	Interparliamentary Union Helsinki, Finland Chairman, Senator Stafford
May 27 - June 5, 1983	Codel Lugar Germany, Italy, Spain, Portugal, United Kingdom
June 9 - 13, 1983	North Atlantic Assembly Copenhagen, Denmark Chairman, Senator Mathias Vice Chairman, Senator Pell
June 16 - 20, 1983	Canada-U.S. Interparliamentary Group Minaki, Canada Chairman, Senator Stevens Vice-Chairman, Senator Zorinsky
July 7 - 10, 1983	Mexico-U.S. Interparliamentary Group Puebla, Mexico Chairman, Senator Percy Vice Chairman, Senator Dodd
August 6 - 19, 1983	Codel Garn Japan, Korea, Singapore, Hong Kong
August 15 - 31, 1983	Codel Pell Finland, U.S.S.R., Italy
October 2 - 7, 1983	North Atlantic Assembly The Hague, Netherlands Chairman, Senator Mathias Vice Chairman, Senator Pell
October 1 - 14, 1983	Interparliamentary Union Seoul, Korea Chairman, Senator Stafford Vice Chairman, Senator Burdick
Nov. 26 - Dec. 11, 1983	Codel Garn New Zealand, Australia, Singapore, Hong Kong
Nov. 28 - Dec. 10, 1983	Codel Hawkins Austria, Turkey, Pakistan, Thailand, Hong Kong

OFFICE OF CLASSIFIED NATIONAL SECURITY INFORMATION

This office provides a secure facility for hearings of committees of the Senate at which highly classified information is to be presented. In this connection, during fiscal year 1983, there were a total of 104 classified hearings and meetings (54 hearings and 50 meetings) held in the secure hearing facility. The Senate Committees on Appropriations, Armed Services, Energy and Natural Resources, Foreign Relations, Judiciary and the Select Committee on Intelligence utilized this facility.

In addition to being used for hearings and briefings conducted in normal support of committees of the Senate, S-407 was used for briefings for all Senators called by the leadership on seven occasions during fiscal year 1983. This number is reflected in the total number of meetings mentioned above.

This office also provides and operates a central repository for the safeguarding of classified information. For example, on February 16 and April 26, 1983, the Senate went into closed session. Under special handling procedures, the classified stenographic notes of those sessions were transcribed in the National Security Office and have been retained in the secure vault together with the records of earlier closed sessions of the Senate.

As required, this office provides support to the leadership on various classified matters including, but not limited to, NATO, SALT, START and other military/intelligence matters.

This office conducts liaison on sensitive classified matters with the Central Intelligence Agency, Department of Defense, Department of State, Department of Energy, and the National Security Agency.

OFFICE OF PRINTING SERVICES

With the work load of the Office of Printing Services remaining approximately the same as last year, emphasis was placed on establishing new policies and procedures designed to improve the functions of the office.

Document Tracking System

Prior to the installation of the Document Tracking System in June of last year, manual document tracking was very difficult to perform with any regularity due to the fact that there are approximately 200 committee jobs in

process at any time throughout the year. We are now able to satisfy virtually all committee printing deadlines, notwithstanding the printing requirements for the floor. The system's primary function is to monitor each stage of a publication's life cycle. By monitoring each stage of the printing cycle through the use of a "sure" report, this office is able to meet the printing schedules of committees because we are able to track the date a job is needed by a committee and schedule jobs at the Government Printing Office accordingly.

Mini Document Room

Other new procedures center around the mini document room. Since its function is in support of the Chamber, all procedures relating to its operation take priority in the Office of Printing Services. Upon delivery, all Calendar bills, reports and resolutions are logged, time-stamped, and distributed. Accordingly, Pages receive priority consideration when requesting material. The mini document room is used a minimum of ten times per day by the cloakrooms and the Secretary's Office. This number may appear low until it is remembered that each request is usually for 50 to 175 copies. This is an average of 112 copies per trip, for a total of 1,120 copies per day, and represents bills leaving the mini document room and not those received.

The hours of operation of the mini document room were lengthened during the early summer in order to distribute copies as early as possible. Therefore, the Government Printing Office makes its first delivery to Printing Services at 7:30 a.m. Copies are immediately time-stamped and made available to the Secretary's Office and certain other Senate personnel.

Availability of Material

Another innovation begun this year is to anticipate the needs of the Chamber and communicate that information to the Government Printing Office. Between the information sent to the GPO by the Bill Clerks, and our alerting GPO, the leadership has never had to postpone the consideration of legislation due to the unavailability of printed material.

Telephone Answering Device

Yet another innovation is the installation of a telephone answering device. Its purpose is to provide committees and the Government Printing

Office a method of notifying our office about work sent to the Government Printing Office at night, which we can then schedule early the following morning.

Printing Costs

In the past, little has been mentioned about the potential influence of this office to maintain printing quality and to cut printing costs. For example, the Government Printing Office was recently advised about letterhead paper which was printed on the wrong side of the sheet. It was determined that the Government Printing Office paper specifications to paper mills did not include designation of the correct sheet side to wrap. Upon inclusion of these specifications, quality of printing will be improved and reprinting costs due to correcting errors will be lowered.

An ancillary situation occurred when the Government Printing Office was advised to package letterhead paper with two boards per ream instead of one, and to more tightly shrink-pack each ream. By doing this, transporting and handling each ream of paper will result in far less waste due to broken packages and bent sheets.

A further example of cost and quality concern, as well as another new procedure, is the work we do in conjunction with the Senate Bookbinder in support of the Congressional Binding Standards. Prior to any binding job going to the Government Printing Office, our office notifies the Senate Bookbinder who in turn inspects the job to ensure compliance with the standards.

DOCUMENT ROOM

On January 12, 1983, the Document Room opened its doors for business in its newly-assigned quarters in the Hart Building. The new offices are centrally located in Rooms SH-B04, B06, and B07; adjacent to the loading dock, close to its Senate constituents, with easy access to the Capitol via the subway system.

Several hundred cartons of printed material were transported from the Capitol and refiled in new, modernized shelving. Five sets of double faced shelving, twenty-four feet long and eight feet high, were acquired to serve as the "regular" file for bills. Sorting modules, with openings six and one-half inches wide and ten inches deep, were purchased to serve as the "regular" file

for public law size documents. These were augmented with two movable filing modules for compact storage of surplus and prior Congress material. The introduction of these systems has greatly reduced the amount of space required for storage, and simplified the task of filing and retrieving documents.

While requests for documents from Senate offices and the public seem to increase slightly each year, the added work load has been more than offset for several reasons:

(1) the "regular" files are closer in proximity to the service counter, permitting us to provide faster service;

(2) our location is nearer to 98 percent of the Senate offices we serve, which has a twofold effect. It takes less time to make deliveries and encourages staffers to pick up their copies of legislation rather than phone in orders for delivery;

(3) we are now on one level, as opposed to the two in the Capitol. This permits speedier filing and refiling of material in the "regular" and "surplus" files. Much of the surplus material was stored on the second level;

(4) we are closer to a mail drop, which, again, saves time; and

(5) trash is now disposed of at the loading dock, which is just outside our side door. Previously it was hauled in carts to the basement of the Capitol.

In summation, the Document Room gained in every aspect as a result of the move to the Hart Building from the Capitol.

By the middle of the second session of this Congress, we will experience a shortage of filing space for public law size documents. The acquisition of one additional row of sorting modules would be very beneficial. It would enable us to keep the entire current and preceding Congress public laws, Senate and House reports and documents on "regular" file. I plan to request the reprogramming fiscal year 1984 funds later this year to cover the cost of additional shelving. It is anticipated that this shelving will cost \$21,000 and I did not believe it was necessary to amend our fiscal year 1985 budget submission to include this item.

LEGISLATIVE DEPARTMENTS

We have undertaken a number of changes which I believe have improved efficiency, decreased costs and made information relating to legislation more readily available.

Senate Calendar

Two new sections were added to the Senate Calendar of Business during the year. First, a special Cross Index of Budget Waiver Resolutions section was added in March. This index is located after the Cross Index of General Orders Measures and provides a quick reference in finding budget waiver resolutions that are on the Calendar, and tells what measures they pertain to.

Then, in September, a section entitled "Matters Being Held at the Desk for Further Action" was added to the Calendar of Business. This section is located just before the section that relates to the Bills in Conference. This new section was added at the request of the Majority Leader, and replaces the "informal" list that was kept and selectively distributed.

The latest innovation that has been instituted is the automation of the Senate Calendar. This was also initiated at the request of the Majority Leader. All pertinent information contained in the Senate Calendar of Business has been added to the Senate computer system (LEGIS). Information for the Calendar is entered into the system by the Legislative Clerks and Parliamentarian. The Parliamentarian's office now prepares for the computerized Calendar all unanimous consent agreements and is responsible for entering them and continually updating them. Additional information is taken from the bill status records in LEGIS, and this information is entered by the Bill Clerks. This information is currently available only at selective terminals, but as a result of further modifications to make the Calendar system use less computer resources and improve response time, it should be available to all Senate offices later this year.

LEGIS

The Computer Center and our office have cooperated in efforts to see to it that the information contained in the LEGIS system is as clear and as accurate and complete as possible. These efforts have included the creation of certain new status steps which more accurately reflect floor action, the alteration of certain reports printed for the Congressional Record, and the modification of the method in which status action is entered into the system. This latter item has enabled us to enter data on predictable Senate

action in advance, thus saving us valuable time in the evenings during our busiest hours. It also enables us to change information within a status step, and to enter identical steps to more than one bill simultaneously rather than one at a time. All of these changes, both within the content of the steps and in the manner in which we can enter them, have made the system certainly more responsive to us in this office, but I believe also more accurate and helpful to users throughout the Hill.

Amendments

On April 18, 1983, a new procedure was instituted by the Secretary whereby amendments when offered for printing will be numbered and printed in the Record only. Amendments offered to be referred to committee will be copied in limited numbers. The time savings have been enormous in this office and throughout the legislative operation, and the Government Printing Office has been spared this extra printing burden and expense. It had been estimated that almost 95 percent of the amendments printed each year were never utilized.

Under this new procedure, amendments are now offered at the Desk and are numbered and then printed in the Congressional Record only. When an amendment is called up for immediate floor consideration, copies are made available for floor use utilizing the same system that was previously used in processing unprinted amendments. An additional supply of amendments can be printed in the Service Department for floor use when necessary.

Precedents and Bill Drafting

The Parliamentarian's office in 1983 began the process of preparing a supplement to the volume Senate Procedure which will contain those precedents which have occurred since June 1980, and thus will cover the important area of the Congressional Budget process as it has grown since 1980. The Parliamentarian's office now has the capability of producing, through the use of a newly installed word processing machine, bills, joint resolutions, concurrent resolutions, simple resolutions and amendments in a format similar to that of the Office of Legislative Counsel, primarily for the convenience of the Senate Leadership.

Senate Journal

There were no major changes in the operations of the Senate Journal during the past year. However, two new forms were devised to assist in the

accurate keeping of records. A form "Messages From The House" is filled out by the Journal Clerk in duplicate, immediately upon the receipt of papers from the House of Representatives, listing all of the numbers of the measures involved. This system will assure the proper entry of all legislative information into the Journal and the Congressional Record, especially late in the year, when measures are sometimes acted on rather rapidly, and the sequence of information may be lost. Another form, "Enrolled Bills Or Joint Resolutions Signed" is filled out by the Journal Clerk whenever enrolled measures are signed in the Senate, and is sent to the other clerks who need the information.

Enrolled and Engrossed Bills

During 1983, 101 enrolled bills were prepared, printed, proofread, and corrected and transmitted to the President; also 398 other pieces of legislation, in one form or another, were enacted by the Senate. One hundred and thirty six pieces of legislation had to be assembled by Enrolling Clerks and "hand engrossed" (which entails typing and piecing together a true and accurate copy by hand immediately upon passage by the Senate) so it can be transmitted to the House of Representatives immediately.

The quality of the bills and resolutions have improved typographically at the Government Printing Office. The turnaround time (the time when it is submitted to the GPO for printing and when it is delivered to the Enrolling Clerk), has improved but not sufficiently enough to eliminate the necessity of "hand engrossing" many bills because the printed copy has not returned from the Government Printing Office.

Executive Journal

The Executive Clerk has been concentrating on the conversion to automation for the general work in relation to nominations and treaties. The main emphasis has been related to the Senate Executive Journal.

At this time we are generating about 80 percent of the copy for the Senate Executive Journal from our nomination-file database. Although this conversion is not as automatic as hoped, we plan to produce the 1984 Journal and most of its indexes from the LEGIS database, and provide camera-ready copy for printing. The various categories of name indexes for the Journal have this year been combined into one index for greater convenience, and the treaty

indexes have been expanded to indicate where the various actions on treaties might specifically be found in the Journal. Further improvements and expansion of the Journal index will follow full implementation of the Journal programs in 1984.

Treaties and Nominations

The programming by the Computer Center for the new treaty information files is now in progress and should be operational, at least on a test basis, in the second session of the 98th Congress. These files will contain general treaty status information on treaties pending in the Senate and will eventually be expanded to include basic information on prior treaties considered by the Senate. Also provided will be the texts of Senate resolutions of advice and consent to ratification of pending treaties as they are considered by the Senate and information relating to any amendments offered to treaties during Senate consideration.

During the first session of the 98th Congress, a total of 626 nominating messages made by the President (transmitting 56,041 nominations) were processed by this office.

Twelve new treaties were transmitted to the Senate by the President during this session and printed as treaty documents and the Senate completed action on 14 pending treaties which were returned to the President with resolutions of advice and consent to ratification, leaving 42 treaties now pending in the Senate.

Twenty executive reports (five relating to nominations and 15 relating to treaties) were ordered printed during this last session.

DAILY DIGEST

All hearings and meetings are scheduled through the office of the Senate Daily Digest and published in the Congressional Record and entered in the LEGIS hearings file. Meeting outcomes are also published by the Senate Daily Digest. Senate committees have held 1,156 hearings and 354 business meetings, for a total of 1,510, contrasted with 1,178 hearings and 385 business meetings (total 1,563) last year.

The Digest continues making refinements in the committee status steps and the online reports for hearing schedules. Our computer-generated hearing schedule reports have worked out very well, having been in full operation for the past year.

One primary function of the Digest Office is to compile statistics as relating to both committee and Chamber activity. The Senate Digest is working with the Computer Center on the automation of the statistics file for our "Resume of Congressional Activity" which looks very promising. We hope to have this tested in early 1984. Once in operation, this information will be available in an ongoing manner for use on a daily basis by all Senate offices.

Congressional Record

With the introduction of computerized printing at the Government Printing Office, we were requested to send them our Record copy as early in the day as possible. While we formerly made our deliveries in the early evening, we now make our first delivery to the Government Printing Office at 4 p.m. and approximately each 45 minutes thereafter until all copy has been delivered. Also, if a bulky insert is received from the Chamber or numerous tables, we attempt to deliver these items as they are received.

The Official Reporters' office has always maintained a running log of presiding officers during the day, noting the time each new presiding officer assumes the chair. This year we began a practice whereby the Assistant Editor each morning delivers to the Legislative Scheduling Office the log of presiding officers for the previous day. A copy of the log is also delivered to the office of the Vice President if he occupied the chair and presided over the Senate on the previous day.

The first of the year the Government Printing Office began placing a heavy white paper cover on the Congressional Record. This makes the Record much more attractive and preserves the pages. In September, the Government Printing Office, at the request of the Secretary and the Clerk of the House, began printing the date, volume, and title on the spine of the Record cover. This has been of immense help in locating back copies of Record.

On November 3, 1983, the Senate took up the Department of Defense appropriation bill (H. R. 4185), and when the committee amendments were agreed to, instead of following the usual procedure of culling out and separately printing all committee amendments, we adopted a procedure of setting out the entire text of the House bill, showing deleted language in brackets and added language in italics. It was necessary to use brackets because for Record copy the Government Printing Office is unable to show what is called linetype, where words or figures are lined out.

This is a vast improvement in the setting forth of committee amendments in the Record, eliminates the possibility of further error, more completely explains what the committee did, saves many man-hours of typing, and eliminates the mystery of what the committee was doing by striking a certain word or figure.

In addition to reporting debates and proceedings in the Senate Chamber, the Official Reporters report Policy Conferences. In the last year, we have reported more than 52 Party Conferences. Each Conference lasts approximately an hour-and-a-half, so that we reported perhaps 80 hours of these proceedings in addition to our Senate Chamber activities.

DISBURSING OFFICE

The Disbursing Office during the last year assisted the Committee on Rules and Administration in the promulgation of rules for the implementation of travel advances for Senators' offices. In addition, a new automated system, EASY, was implemented to handle the charge for travel advances to the Senators' Official Office Expense Account when an advance is authorized by a Senator. In addition, a new travel voucher was designed which could be used by either a Senator or staff member.

Disbursing personnel assisted the Office of the Sergeant at Arms in the implementation of their new automated voucher preparation system and created a new voucher form for the Office of the Secretary and the Sergeant at Arms.

At the request of the Committee on Rules and Administration, we assisted the auditors of the committee in a review of the Senatorial Official Office Expense Accounts for future revision or modification by legislation to be introduced by the Committee on Rules and Administration.

We implemented software enhancements to the accounting system to permit the tracking of expenditures in accordance with the apportionment schedules authorized by the Committee on Appropriations.

The January 5th payday has been reinstated and there will no longer be a single payment made on December 20th for the entire month of December. All monthly salary payments will be made with a mid-month advance as well as an end of month payment. In addition, all salary changes are now effective either on the 1st or 16th of the month. (See letter sent to all offices.)

United States Senate

OFFICE OF THE SECRETARY

DISBURSING OFFICE

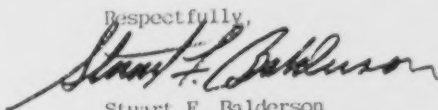
December 15, 1983

The Fiscal Year 1984 Supplemental Appropriations Bill, Public Law 98-181, dated November 30, 1983, contains an administrative provision that authorizes, after January 1, 1984, changes in rates of compensation for Senate employees to be effective only on the first (1st) or sixteenth (16th) day of a month. However, the provision further authorizes two (2) ten-day periods each month for implementing retroactive changes in rates of compensation, which for the first time, will afford offices the opportunity to submit these retroactive changes during the second half of a month.

Changes in rates of compensation to be effective on the first (1st) day of a month may be received in the Disbursing Office as late as the tenth (10th) day of a month. Changes in rates of compensation to be effective on the sixteenth (16th) day of a month may be received in the Disbursing Office as late as the twenty-fifth (25th) day of a month. Any changes in rates of compensation received in the Disbursing Office after the tenth (10th) day of a month will be effective on the sixteenth (16th) day of the month, and any changes in rates of compensation received in the Disbursing Office after the twenty-fifth (25th) day of a month will be effective on the first (1st) day of the following month. Changes in rates of compensation may still be authorized for any future month, provided the effective date is the first (1st) or sixteenth (16th) day of a month.

If I may be of any further assistance in this matter, please feel free to call.

Respectfully,



Stuart F. Balderson
Financial Clerk of the Senate

Pursuant to the Legislative Branch Appropriations Act, 1984 (Public Law 98-51), the longevity program for employees of the Senate was abolished effective October 1, 1983. In accordance with the provisions of the Omnibus Reconciliation Act of 1982 (Public Law 97-253), the Senate salary of a member or former member of a uniformed service is reduced by the amount of each military cost of living increase that is received in fiscal years 1983, 1984, and 1985. Modifications to the current Payroll/Personnel System were made in order to accommodate this change. The Payroll System was also changed to allow individuals to pay through a payroll deduction, the Civil Service retirement deposits due as a result of military service performed after 1956.

Since Senators and employees of the Senate became subject to the 1.3 percent Medicare tax effective January 1, 1983, extensive programming changes were made to handle this change.

Program changes were also made to allow Civil Service retirement annuitants to have retirement deductions withheld from their salary and we developed procedures to allow Senate Pages, who now live at the page residence hall, to have the cost of their lodging, meals, and related services withheld from their salary.

Seminars were conducted throughout the year as a result of major changes to the Civil Service Retirement System affecting both military retirees as well as certain other participants in the system. Seminars were also conducted for Senators and staff covering the implementation of Social Security Tax withholdings for Senate employees as well as educating Senate employees of the differences and choices available to them under the Social Security System and the Civil Service Retirement System. As in the past, the Disbursing Office also participated in Congressional Research Service seminars held at the Library of Congress.

Financial Management System

In my last appearance before this committee, I stated that a consultant had been hired to review the project and offer solutions to overcome some of the problems developed. The consultant determined that the difficulty the project had experienced centered around a lack of clear project objectives and an underestimation of the required time and resources necessary to design a replacement Payroll/Personnel System for the Senate.

His findings led to a total reorganization of the project and an increased awareness in the Offices of the Secretary of the Senate and the Sergeant at Arms and Doorkeeper, as well as among Disbursing Office and Computer Center management, of the magnitude and detailed nature of this project. Therefore, with this realization, it was critical that the project be approached methodically and with the best possible resources and management support in order to achieve the successful development of this System.

In addition, I asked the Assistant Secretary to review the project and the procedures in the Disbursing Office. There are many suggestions for improving the way we conduct business at the Senate, which will require changes that we alone cannot make.

We do a very good job providing service to individuals, but I believe that there is considerable room for improvement in the support we provide to

Senators, committees, and other Senate offices. Our resources are limited and, while we have discussed issues such as consolidated vouchers, online voucher preparation, better expense and budget projections, better payroll reports, etc., we have not had the staff time or programmer time available to undertake these tasks.

Part of the problem lies with the current automated systems. They work, but they also are labor intensive due to the incompleteness of information. Our Disbursing systems were developed to closely model the paper ones they replaced. The entire process of what we do and how we do it was never really analyzed. As new laws were passed and new requirements developed, we rarely had time to analyze the impact.

If there could be some method adopted whereby any proposed legislation which affects the financial operation of the Senate could be reviewed by the Disbursing Office, then we could provide assistance to (1) review the actual legislation to determine if it indeed does what is being proposed, and (2) develop an assessment of the potential impact on Senate resources. Being able to plan for changes can eliminate hasty modifications to existing systems or, in some cases, the development of separate and incompatible subsystems.

The current systems are technically obsolete, undocumented and difficult to maintain. It was in our best interest to look for a replacement. There was considerable misunderstanding on the part of Disbursing and the Computer Center as to what functions the system should perform and the degree to which the ISI package should be modified.

We all have the same long-range goal--a reliable, easy to use and easy to maintain financial system. The new FMS should eventually free staff from much of the labor intensive tasks they now perform and let us use Disbursing Office and Computer Center resources to provide services which today do not exist.

At this time, the specifications for the employee database have been completed and our final review meeting was held on January 26, 1984. This is the basic information needed for the payroll and personnel system. We anticipate having the personnel system up in six to nine months which will give Disbursing staff a chance to test it and make necessary adjustments. I

have requested a detailed plan and schedule for the entire project to be completed by the end of this February.

We have made good progress in the last three months. I hope the momentum will increase and that in 1985, we will have a new Payroll System in operation.

SEMINARS

Our office, along with the Sergeant at Arms, arranged 28 seminars in fiscal year 1983. These seminars covered such topics as the legislative process, Federal election laws, Senate ethics, the budget process, effective utilization of summer interns, disposition of Senatorial and committee papers, and services of the Senate Library. Workshops were also held for receptionists and arrangements made for special tours of the Capitol, and Capitol Police headquarters. In addition, a special seminar was held on the changes in the Civil Service Retirement program.

These programs were open to all Senate staff, and announcements were sent to all offices. The seminars were usually scheduled for 90 minutes and included a lecture and time for questions and answers. All participants were asked to critique the content so our offices could evaluate the effectiveness of the programs. Approximately 1,300 Senate staff, representing over 90 percent of the Senate offices, participated in these programs, and the reviews were excellent in every case.

In addition, we cosponsored with the Library of Congress and the House of Representatives six Capitol Hill Information Seminars and four District/State Staff Institutes held in Washington.

We have already established the schedule for our seminars for calendar year 1984 and intend to continue the programs which staff rated highly. In addition, we have begun planning for the orientation program for new Senators which will be held in late November.

MANAGEMENT BOARD

The Management Board continued to meet in 1983 and the major topic of discussion was the Page program. After the House decided to establish a private school for the education of its Pages, the Management Board recommended that the Senate continue its program with the District of Columbia.

The District has for over 35 years provided educational services for Congressional Pages and it was the Board's feeling that with a new Page program consisting of junior year pages and an updated and innovative curriculum that the District of Columbia deserved the opportunity to provide educational services under the new criteria for at least the 1983-84 school year. After that year, the Senate can decide whether to continue our contract with the District of Columbia, or, like the House, send our Pages to a private school.

The Senate has contracted with Cresap, McCormick and Paget who were recommended by the National Education Association to perform an evaluation of the school's academic program, organization and staffing. This report should be available by the first quarter of 1984 and, based upon it, the Management Board will make recommendations relating to the future of the Page School.

Other topics which were addressed last year included the quality of custodial services in the Senate office buildings, and development of a comprehensive guide for Senators to assist in closing an office.

The Architect has reviewed the first issue and, through a management reorganization, believes that the quality of service will improve. The Rules Committee has taken the lead on the second issue, and individuals from various offices have been designated to work on the guide. It is planned to include the information in the next revision of the Senate Handbook.

ADMINISTRATIVE PROVISIONS

During the last five years, we have encouraged our staff to participate in conferences and programs relating to their professional duties. For example, the Librarians attend meetings of the American Library Association; Historians go to meetings of the American Historical Association and Oral History Association; the Bookbinders participate in the meetings of the American Institute of Conservationists. We also need to continue to staff attendance at programs relating to the new systems we are using, such as those sponsored by Integral Systems, Inc., the developers of the payroll system. These meetings provide an opportunity for Disbursing Office staff to meet with other users of the payroll system we purchased, and also to meet with company representatives to tell them what other features we would like to have in the system.

These programs benefit both the employee and the Senate. We have budgeted a modest amount given the size of our staff, but we are currently constrained by existing law and limited to \$10,000. I am seeking to eliminate the dollar figure and let the amount be controlled by the approval of our budget request. Therefore, I recommend adoption of the following language:

Sec. . Effective with respect to fiscal years beginning on or after October 1, 1983, the first sentence of section 101 of the Legislative Branch Appropriations Act, 1976, (2 U.S.C. 61a-9a) is amended by striking out "but such expenditures shall not exceed \$10,000 during any fiscal year".

Current law provides that in the event of the death, resignation or disability of the Secretary of the Senate, the Financial Clerk shall be deemed the successor as disbursing officer, and the Assistant Secretary shall act as Secretary in all other matters (2 U.S.C., secs. 64a and 64b).

The provision that the Financial Clerk shall be disbursing officer was first enacted into law in 1926 by Public Law 69-36. The provision was originally a committee amendment to the First Deficiency Appropriations Act; the amendment was agreed to without discussion during floor consideration on February 17, 1926. There was no explanatory statement in the committee report and there were no printed hearings to indicate Congressional intent.

The National Archives, however, found a letter from the Financial Clerk to the chairman of the Appropriations Committee offering his justification for having this authority. The letter states that the amendment was proposed "to remove the confusion and doubt" about the authority to disburse Senate funds which had resulted when the Secretary of the Senate, George Sanderson, died in office on April 24, 1925. The Senate was not in session at the time, and a new Secretary was not elected until the following January.

There was an Assistant Secretary of the Senate at the time whose name was Henry M. Rose. He served as Assistant Secretary from 1905 to 1932, and was, in fact, the only person to have this title until 1971 when the title of Chief Clerk was changed to Assistant Secretary of the Senate during the tenure of Darrell St. Claire. Mr. Rose was apparently ill and not reporting to work at

the time the Financial Clerk was made disbursing officer. Apparently he had been ill for quite some time because the Senate reduced his salary after a lengthy floor debate which took place on April 26, 1926.

We have not found any documentation explicitly stating that the Financial Clerk rather than the Assistant Secretary was given disbursing authority because of the illness of the Assistant Secretary, but it seems plausible to draw this conclusion.

The provision making the Assistant Secretary the successor to the Secretary in all matters except those of disbursing officer was added in 1971 by Public Law 92-184, at the request of the Secretary of the Senate. It was amended in 1974 by Public Law 93-371 which put the Assistant Secretary in charge in the absence of the Secretary, as well as in the event of death, resignation or disability.

We have had an Assistant Secretary of the Senate for the last thirteen years, and it is my recommendation that the law be changed to have that individual act in all matters in the absence of the Secretary. The Financial Clerk would be designated as the successor for disbursing matters in the case of death, resignation or disability of both the Secretary and Assistant Secretary. The language to effect this change follows:

Viz: At the proper place insert the following new section:

Sec. . (a) The last paragraph under the heading "Senate" in the First Deficiency Act, fiscal year 1926 (44 Stat. 162; 2 U.S.C. 64a) is amended to read as follows:

"For any period during which neither the Secretary nor the Assistant Secretary of the Senate is (because of death, resignation, or disability) able to discharge such Secretary's duties as disbursing officer of the Senate, the Financial Clerk of the Senate shall be deemed to be the successor of such Secretary as disbursing officer."

(b) The paragraph under the heading "Administrative Provision" in chapter IV of the Supplemental Appropriations Act, 1972 (2 U.S.C. 64b) is amended--

- (1) in the first sentence thereof, by striking out
 ", except those matters relating to the Secretary's
 duties as disbursing officer of the Senate,"; and
- (2) in the third sentence thereof, by striking
 out ", except those matters relating to the
 Secretary's duties as such disbursing officer".

SERVICE OF MR. HILDENBRAND LAUDED

Senator D'AMATO. Mr. Chairman, would you like to ask questions of Mr. Hildenbrand?

Chairman HATFIELD. Chairman D'Amato, I am grateful to you; thank you very much. Seriously, I came this morning to participate out of my deep respect and appreciation for the leadership that Bill Hildenbrand has given to the Senate. He speaks of his last appearance before this committee, and plans to leave the Senate. I have been saying extra prayers for the survival of the Republic when he does leave. He is an example of a man who had a vision of wanting to be identified with a part of his Government and that vision was realized. He has expressed his love for people, and the tenure he speaks of is only a very small fraction of his service to the Senate.

I have always felt that Bill Hildenbrand is a person who had the information, who had the knowledge, who had the background, but also who had the good judgment in human relations to give political advice so oftentimes lacking in people of intellect. So with this rare combination, he really has made a contribution.

I have only one question, and that is, I am very much involved in the preservation of history, and I note by your report that we have completed two oral histories. What I want to know is, are you committed to do an oral history before you depart your present duties?

Mr. HILDENBRAND. Let me first thank you very kindly for the remarks that you gave, Mr. Chairman, and to give you a very, very short answer—no.

Chairman HATFIELD. Well, Mr. Chairman, I would move to suspend his salary at this point in time and no payment be made to him until that oral history is either arranged or has been completed.

Mr. HILDENBRAND. I might say, Mr. Chairman, I have not been asked.

ORAL HISTORY REQUESTED

Chairman HATFIELD. Well, I'm asking.

Seriously, Mr. Chairman, we note in the oral history that Mr. Ridgely has completed one—and who was the other?

Mr. HILDENBRAND. Carl Marcy.

Chairman HATFIELD. I would hope that our former parliamentarian, Dr. Riddick, and—what number of years, Bill, did you spend?

Mr. HILDENBRAND. Since 1961, sir.

Chairman HATFIELD. Since 1961, 23 years of the Senate's life. Bill Hildenbrand has made a very significant part of the archives that are being set up for world history and I would think that there has to be some kind of calling to do this. I think this committee can certainly issue that call and make it a reality.

Senator D'AMATO. We will submit that as a formal request the committee has made.

I would also like to associate myself with the remarks of Senator Hatfield. In the short time that I have been in the Senate, Mr. Hildenbrand has given this Senator great counsel and wisdom; most of it basically his own. I would not bring up the subject, Senator, but had I listened to him more often I would have escaped in better shape. I think we should undertake that project, should you consider the chairman's request and do that.

Mr. HILDENBRAND. No question, Mr. Chairman. Any contribution that this committee or any other committee feels that I could make to this institution I would be more than happy to take the time to do it.

Chairman HATFIELD. For the record—

Senator D'AMATO. If the Chairman would yield for a moment, who has to trigger the mechanics? Is that you?

Mr. HILDENBRAND. It belongs to us. The Senate Historian is an employee of the Secretary's Office.

Senator D'AMATO. Will you ask yourself to do this?

Mr. HILDENBRAND. I shall make a note for myself.

SEPARATE PRINTING OF AMENDMENTS ELIMINATED

Chairman HATFIELD. Mr. Hildenbrand, can you estimate what has been saved by eliminating the separate printing of amendments?

Mr. HILDENBRAND. As you know, about a year ago we stopped the printing of amendments. We found that of the 5,000 amendments that had been offered for printing in the previous Congress, about 4 percent were called for consideration, and the cost of printing at that time was over a million dollars. With the leadership's help we decided that we would eliminate the printing of amendments. I must say to the credit of the Senate as a whole and to the Members themselves, there has not been one complaint issued by any of the Members or of the staff to the fact amendments were not available when called up.

I would estimate that we are looking at several million dollars savings over the Congresses as we get more and more into the amendment process. We print an amendment now, as you know, sir, in the record each time it is offered, so the Members have it available to them. At times we utilize the Sergeant-at-Arms' Service Department to make an amendment available to the Members on the floor when it is being discussed.

USE OF COMPUTER TECHNOLOGY

Senator D'AMATO. Since your testimony indicates that your Office uses computers in most facets of its operation, do you have any recom-

mendation relating to the use of the computer technology by the Senate?

Mr. HILDENBRAND. I could give you a very full-blown answer to that, Mr. Chairman, but very briefly we do use computers probably more so than any other facet of the Senate. We are the largest user of the Computer Center and its services.

NEED FOR COMPUTER POLICY

I think the one thing I would like to leave with the committee relative to computer policy is that we don't have a policy. I think that we need a policy regarding what we are going to do with computers—they are not going to go away, they are going to become more and more a part of everyday life—and I think that somewhere along the way we should develop a policy of what we are going to do as an institution relative to these computers.

The Rules Committee recently completed a user survey of Members who are utilizing computers now. That is a start, but I would like to see a study group formed to try to determine exactly how we are going to utilize computers in the Members' offices and in the administrative offices. They are invaluable in most instances; they are valuable tools. If you read the report of this group of users, you will find that they are being utilized very effectively by Members, but it is difficult for them because they have no guidance as to what they can have, what they can't have, and I think that we need to determine what that policy is.

OUTDATED COMPUTER EQUIPMENT

Right now we are looking at the computer center—it has outdated computers, they need replacing. Do we just replace them with a single computer or do we consider the fact that that is not going to be sufficient and that if it breaks down we are out of business. Maybe we ought to have two computers. Maybe we ought to keep one of the ones we have and use it as a backup and buy a new one. Those are the kinds of things I think the Senate ought to address itself to.

I think the Members themselves know best how to utilize computers within their offices. Furthermore, I think that any study group should contain staff members of offices that are now using computers so that in addition to the computer technicians, you have someone who is going to be able to tell you how to utilize this computer. We have found in our financial management system that we are attempting to put together that you cannot have just computers and you cannot have the operation of the Disbursing Office, you have to marry those two in order to be efficient, and that is what I think our policy ought to do in terms of computers.

RESPONSE TIME CRITICAL

Senator D'AMATO. This Senator agrees with that. I think we are missing a valuable opportunity to come forward and utilize these techniques. It is a shame when we have unwarranted delays and we have an old system when people are struggling and I think tempers sometimes

get a little frayed. I know this Senator has had occasion to wonder why it takes so long to get some of our information.

Mr. HILDENBRAND. The information is no good to you if you have to take 5 or 10 minutes to get it because usually you want it at that particular time and you need that response time.

Senator D'AMATO. Can you provide any additional information about the presentation book funded last year?

U.S. SENATE BOOK PRINTED

Mr. HILDENBRAND. Yes, sir, Mr. Chairman. That book became available last evening for the first time, and I am very happy to be able to present to the committee this morning copies of the presentation book. This is a book that is timeless in that it contains no pictures of any present Member, it contains no reference to present Members, so that it can continue through the years as a document of the Senate of the United States. It is the only document that we have that is truly of the Senate, it contains nothing but references to the Senate, and its pictures are all of the Senate.

Those of you who have been overseas—and I know Senator Hatfield has because I have been with him on occasion—have seen the marvelous things that heads of states have presented to our Members. We have had nothing but ashtrays with U.S. Government seals or pin dishes, et cetera. We feel that this book is something that is in keeping with the institution and that the Members will be proud to give it to heads of states and foreign visitors as gifts.

Chairman HATFIELD. Magnificent.

DISTRIBUTION SCHEDULE

How many have you had published or will be published and how do you intend to distribute them?

Mr. HILDENBRAND. We have about a thousand, and we have not effected a distribution since the leadership requested us to undertake this. My guess is that I will go back to the leadership and determine exactly what kind of a distribution they would make. It is a book that could be used by everyone. Additional copies, of course, could be made at any time.

Chairman HATFIELD. Without doubt.

Mr. HILDENBRAND. We did it initially for foreign visitors because we just did not have anything to give them.

Chairman HATFIELD. It is very important indeed.

Mr. HILDENBRAND. My photo historian, John Hamilton, and Dick Baker, our Historian, have done a masterful job in putting the document together. You will notice that the very room that we are sitting in is one of the committee rooms that was used in the publication.

Senator D'AMATO. I think it is magnificent.

Chairman HATFIELD. Congratulations.

Senator D'AMATO. No doubt we will have additional publications.

Are most of your concerns regarding office space, furnishings, and equipment resolved? Obviously they have not been.

MOVE BOOSTS MORALE

MR. HILDENBRAND. Yes, pretty much so. We have been fortunate in that we have moved the Document Room, the Disbursing Office, the Stationery Room, the Office of Public Records, and the Office of Interparliamentary Services and located them in the Hart Building. By and large, the morale of all of the Offices has increased as a result of that move. The Rules Committee has been most helpful in aiding on the move and making the space available.

We have the same complaints, Mr. Chairman, that I think every office has; for example, the furniture that we may want to have we are not permitted to have or a decision has not been made regarding it. We are also having some trouble with partitions which we think will soon be coming, but beyond that we are very, very happy. We have moved our Disbursing Office check cashing facility out of the Capitol and so for the first time in years we have the Disbursing Office all located in a single unit and that has made for a more efficient operation.

LEGISLATIVE REVIEW SOUGHT

Senator D'AMATO. You state in your testimony that it would be beneficial to review legislation which affects the financial operation of the Senate. Would you care to elaborate on that?

MR. HILDENBRAND. Yes. I am concerned, and have been for quite some time, over amendments that are offered on the floor or bills that are coming out of committees that impact on the Disbursing Office, on the contingent fund, and on the expenses of the Senate itself. For an example, Mr. Proxmire just last week offered an amendment which was adopted to do something about Senate restaurants and make them self-supporting and self-paying. No one, including us, had any idea what the impact of that would be on the operation of the Senate or on the finances of the Senate. It is those kinds of things that we would like to see someone take a look at before we are faced with making some decisions in the Disbursing Office that maybe we cannot do, some of the things we may not be even able to comply with. This is also true, I think, in the business of benefits to employees, such as insurance and retirement. These are the kinds of things we would like the Disbursing Office to have some sort of an input to, and say, "OK, you can do this, but it is going to cost x number of people or x thousands of dollars." At the moment we don't have any procedure of this type.

Senator Hatfield may remember that many, many years ago we used to send down to the Bureau of the Budget every piece of legislation to get some kind of an estimate as to what the cost would be if we enacted that. I think we stopped doing that.

Chairman HATFIELD. Yes.

MR. HILDENBRAND. It is that kind of thing that we would like to see here. I am not sure how it would be done, but it is something I think that the committee should look at.

LEGISLATIVE PROVISION ESTABLISHING LINE OF SUCCESSION

Senator D'AMATO. You are seeking a legislative provision which would confer upon the Assistant Secretary of the Senate the authority and devices of the Secretary in the absence or disability of the Secretary, including those now conferred upon the Financial Clerk in the Secretary's absence. What prompts you to seek this change and have you, or prior Secretaries, had some experience that led you to be dissatisfied with the present arrangement?

Mr. HILDENBRAND. No, because it is not a case of dissatisfaction, Mr. Chairman. In 1926 because the Secretary and the Assistant Secretary were both disabled and unable to perform their duties, the Financial Clerk became the Disbursing Officer. In the absence of the Secretary all of the duties that I perform, I designate the Assistant Secretary to perform them and it just seemed to us that if the Secretary were to die or resign, the procedure followed should be uniform. Both the Assistant Secretary and the Financial Clerk are appointed by the Secretary and the Financial Clerk would serve as Disbursing Officer in the absence or disability of both the Secretary or Assistant Secretary.

Senator D'AMATO. I have no further questions. I do have some for the record that I will submit to you.

Mr. HILDENBRAND. We will be most happy to answer those, Mr. Chairman.

Senator D'AMATO. Mr. Chairman.

Chairman HATFIELD. One question of Mr. Hildenbrand.

ADMINISTRATIVE HODGEPODGE

Over the years, the Culver Commission has studied the organization of the Senate and has made recommendations for changes. We then had Senator Pearson's and Senator Ribicoff's Commission to make a review of the Senate. I need not raise the obvious cause that they still labor under.

Mr. Chairman, you are probably aware that we have many jurisdictions in trying to run the affairs of the Senate, and it really would boggle the mind of anyone trying to draft a diagram of authority, a flow chart on those responsibilities. The Capitol Architect's responsibilities include administrative functions that have no relation to each other. We have the Senate Sergeant-at-Arms, the Senate Secretary, the Rules Committee, and on and on. The kind of hodgepodge or administrative structure created is unbelievable.

My question really is, in all these years that you have had experience in the Senate is there any hope? Should we throw in the towel and throw up our hands and just say it is hopeless? Do you get any kind of a forum of the administration duties and functions in the Senate?

Mr. HILDENBRAND. Unless you are prepared to reinvent the wheel, Mr. Chairman, it is going to be almost impossible to do what you would like to relative to the operation of the Senate. I think the best that we can hope for is to not fall any further behind than we already are. If we can just keep pace, that will be something that we could look

forward to. But as you know, when you have gone through the Legislative Reorganization Act and the Culver Commission and the Pearson groups, there is so much turf involved in the operation of this Senate that Members and committees and staffs do not want to give up, and as long as that prevails you will never be able to bring about the kind of changes that are envisioned even by the Culver Commission or by the Pearson/Ribicoff Commission.

We on the Management Board have looked many times at some of the administrative responsibilities and problems we have. We have been able to change some, but not very many. We recognize the things you have pointed out, but unless someone is prepared to say, "Oh, yes, I don't see any reason why I should do that, it really does not have anything to do with my job and I think you ought to do it"—until somebody is ready to do that, little is going to change.

The Chairman knows that I put together a committee structure which would drastically change the structure we now have, but I cannot visualize anybody giving up the things that they now have, even to become chairman of a subcommittee of the Appropriations Committee for Commerce and Technology.

To answer your question, I don't think so.

Chairman HATFIELD. Let me pursue one more question.

EMPLOYEES' VERSUS MEMBERS' TURF

Mr. HILDENBRAND, I can see where you get into those problems when you are dealing with Members, but when you are dealing with employees of the Senate—the Capitol Architect, the Sergeant-at-Arms, the Secretary of the Senate—why is it we can't bring about some change in turf among our employees? Why are we unable to remove from the Capitol Architect those functions which are unrelated to architecture and put them under the Sergeant-at-Arms or under the Secretary or a combination thereof? Why is it we cannot do that among our employees?

I am not demeaning the roles of the Architect or the Sergeant-at-Arms, or the Secretary of the Senate by calling them our employees, but we are not dealing with Members' turf at this point, we are dealing with employees' turf.

Mr. HILDENBRAND. But as the Senator from New York would recognize more so than most everyone else, those people of whom we speak have godfathers.

Senator D'AMATO. Be careful of the terminology you are using.

Chairman HATFIELD. Is that a racial comment, Mr. Chairman?

Senator D'AMATO. I can attest to the accuracy of the Secretary's comments absolutely.

Mr. HILDENBRAND. And that is the problem. We recognize all of the things, Mr. Chairman, that you have said and the answer to your question is that there is no reason why this Senate could not take away from any of the units which you have mentioned those roles which they feel are not theirs and give them to someone else, but no one has seen fit to attempt to do that.

Chairman HATFIELD. Godfather of the Capitol Architect, you put your finger on them.

Senator D'AMATO. More than one.

Mr. HILDENBRAND. Yes, the chairman is right, there is more than one.

As I said, we on the Management Board have discussed this and the thing we have found difficult and the thing that the Members have complained bitterly to us about is that the equipment and furnishings in the Senate office buildings are controlled by the Architect and the Superintendent's Office is controlled by the Architect, yet we have a Sergeant-at-Arms in the Senate who does that here in the Capitol, so why in the Lord's name can he not do it in the Senate office buildings? He is our employee. The Capitol Architect is appointed by the President of the United States and we don't have anything to do with it. Why can the Sergeant-at-Arms not undertake the functions we have discussed, why can he not be responsible to us? He is our employee; you elected him.

Senator D'AMATO. If the chairman will support me, I will put that on the table.

Chairman HATFIELD. All right, I will second the motion and you have my total and undivided support.

Mr. HILDENBRAND. I don't want to downgrade at all the Architect of the Capitol, it does not have anything to do with that; what it has to do with is the efficient operation of this institution.

Chairman HATFIELD. Yes. Why should the Architect be running the restaurant or a series of restaurants?

TRANSFER OF ARCHITECT'S RESPONSIBILITIES RECOMMENDED

Mr. HILDENBRAND. I think that it would be advantageous to the Senate if someone were to look at those features of the Architect's responsibilities which might better be transferred to employees, if you will, of the Senate itself.

Chairman HATFIELD. Well, I would like to see this reformed and I am willing to give you all the support in the world.

Senator D'AMATO. Mr. Chairman, with your strong support.

Chairman HATFIELD. If we do nothing but reform and change the duties of the Architect, I think we would be taking a significant step forward. I am not suggesting we do the whole reform, but we could just pursue one area such as the Architect. I think that is the most vulnerable position today in our whole structure, in terms of the functions of the Senate being so proliferated and so fractured. It is very difficult to maintain the kind of supervision and coordination that we need. If we just take that one Office and divest it of functions that are purely senatorial with existing offices of the Senate, that would be a step forward.

Mr. HILDENBRAND. It is ludicrous, Mr. Chairman, when you ask to have your office painted and find out that they can only paint down to the baseboard, and you have to call another office to come in and paint the baseboard. Now that just doesn't make very much sense.

Senator D'AMATO. I didn't know that.

Chairman HATFIELD. Yes, or another office to attend to an electrical plug problem that you may have in your office.

Mr. HILDENBRAND. Or vacuum your rug.

Chairman HATFIELD. Or vacuum your rug.

Senator D'AMATO. This sounds like the unions in New York. I thought we only had that problem in urban centers.

Chairman HATFIELD. No, this is the pious U.S. Senate and the problem exists here as everywhere else.

Senator D'AMATO. We might ask our Secretary to give us some guidance and ideas in this area. I would appreciate your help, Mr. Secretary.

Mr. HILDENBRAND. As I said, there are things that we have looked at through the years which could be changed.

SINGLE FOCAL POINT SUGGESTED FOR STUDIES

Senator D'AMATO. We can save an awful lot of time.

Chairman HATFIELD. Mr. Chairman, if Mr. Hildenbrand would draw together the Culver Commission, the Pearson group, the legislative reorganization; all of these long, involved studies that we are spending taxpayers' money on, pull them together on just one focal point, whether it is the Architect or another—I would suggest we start with the Architect's Office. We should study those functions as they are now, whether they should be distributed. If we could just break into this whole cycle, one end of it, I think we could pursue some of the others further on.

Mr. HILDENBRAND. It is very difficult to do this if you don't have a win somewhere down the road and if you have never been able to effect that first win. You finally get to the point, as you did originally, that it is just not worth fussing with.

Chairman HATFIELD. We sat in meeting after meeting after first meeting with the Architect and the Sergeant-at-Arms. We had four, I believe, we set up as a panel. Hoffman was the Sergeant-at-Arms.

I met a dozen times pushing, pushing, pushing for them to come together on some kind of agreement and all we got was each one holding forth and pulling this way and pulling that way. And that was based on the Culver report, Juanita Kreps, Secretary of Commerce, people from outside, the business community, the academic community. We had a marvelous commission, we came up with recommendations, and it was a waste of money.

Senator D'AMATO. Maybe we can do something to implement at least that portion. Had I brought this up, they would say, "There goes D'Amato again with the Architect," but that is not the case. If we can get a more efficient operation with building maintenance or with the restaurants, I cannot see by any stretch of my imagination that those should be given to the Architect. I would like to undertake that investigation with the chairman's help and cooperation.

REDEFINITION OF ARCHITECT'S FUNCTIONS

Chairman HATFIELD. The Architect has many functions, including ongoing restoration programs like the Library of Congress which would be one of the major thrusts. There are plenty of projects to keep the Architect busy without giving him additional work. He can earn his money well just doing the work involved in his architectural functions.

Mr. HILDENBRAND. It just does not make any sense, Mr. Chairman, to have someone responsible for doing something for you when you do not have the responsibility to do anything to him if he does not do anything for you.

Chairman HATFIELD. Because he is under the President.

Reversal of the Golden Rule, is that it?

Mr. HILDENBRAND. Yes, Senator.

Senator D'AMATO. Gives people the opportunity to lay it out right on the record.

Mr. HILDENBRAND. It is the same thing that we have talked about before. As you go along through the years it grows up like Topsy and you don't know until suddenly there are these people—and you don't know who they belong to but they're there—and you can't do very much about it.

Chairman HATFIELD. You are in a better position to do the job, Bill, because you are an exiting rather than one coming in.

Mr. HILDENBRAND. I will certainly be more than willing to offer any assistance that I can.

Senator D'AMATO. Thank you very much, Bill.

Mr. HILDENBRAND. Thank you, Mr. Chairman.

SUBMITTED QUESTIONS

[The following questions were not asked at the hearing but were submitted for response for the record:]

QUESTIONS SUBMITTED BY SENATOR D'AMATO

QUESTION: In 1982, \$600,000 was appropriated to preserve the deteriorating Senate and House records at Archives. Can you give us an update on this activity?

ANSWER: Currently, management of Senate records is under the control of the General Services Administration. The inadequacy of this arrangement was demonstrated when the Senate and House, in 1982, appropriated \$600,000 to preserve their deteriorating records at the Archives. Although the funds were available, GSA prevented the Archives from hiring the necessary technical staff for nearly a year. Now, more than a year and a half later, work has barely begun, and at a reduced rate, on this priority project.

The Archives' lack of authority over budget, program priorities, and personnel management has severely handicapped its statutory ability to preserve the government's records. Its budget has actually decreased over the past four years and staff levels have been reduced by 15 percent. This situation has taken a particularly great toll on the tiny legislative records unit.

Lack of administrative autonomy has greatly hindered the Archives' ability to undertake essential long-range planning. The agency is far behind in planning for management of records in computer and microfilm formats.

It would be beneficial for Archives to establish a separate Division of Legislative Records. This is particularly important if we are to accomplish many of the projects outlined by the Senate Bicentennial Study Group. However, the Archivist of the United States has asserted that this will be administratively impossible as long as the agency reports to GSA. GSA strongly discourages direct NARS initiatives with Congress, despite the fact that the Archives must maintain Congress's most valuable and sensitive records.

There is presently a bill in the Senate, S. 905, that calls for the reestablishment of the National Archives as an independent agency. I strongly favor this legislation as its enactment would result in better and more consistent care for Senate records; also, it would be particularly appropriate to pass the bill this year since 1984 marks the 50th anniversary of the National Archives.

QUESTION: You are also seeking a legislative provision that would eliminate the statutory limitation of \$10,000 for staff travel, and are requesting \$12,000 for this purpose in fiscal year 1985. Can you please indicate how you have utilized the \$10,000 in travel in the past three years?

ANSWER: The following information indicates how we have utilized our travel funds during the last three years.

1981

Cataloging and Classification, U.S. Department of Agriculture, Washington, D. C. (Assistant Indexer), January

CRS Advanced Legislative Institute, Harpers Ferry, W. Va. (Assistant Librarian), March

CRS Graduate Institute, Charlottesville, Va. (2 Reference Librarians), April

Annual Meeting of the National Micrographics Association, Los Angeles (Assistant Secretary), April

National Computer Conference, Chicago, Il. (Director of Printing Services), May

Meeting of the American National Standards Association, New York City (Assistant Secretary), May

CRS Advanced Legislative Institute, Harpers Ferry, W. Va. (Head Legislative Reference Assistant, Head Reference Librarian), June

Conference on Special Libraries Association, Atlanta, Ga. (Librarian), June

CRS Advanced Legislative Institute, Harpers Ferry, W. Va. (Reference Assistant), August

Meeting of Society of American Archivists, Berkeley, Ca. (Historian), August

Graph Expo, Chicago, Il. (Director of Printing Services), September

Mid-Atlantic Archives Conference, New York, N.Y. (Assistant Historian), October

Meeting of Society of Georgia Archivists, Atlanta, Ga. (Historian), November

CRS Advanced Legislative Institute, Gettysburg, Pa. (Legislative Reference Assistant), November

1982

Print Expo '82, San Francisco, Ca. (Director of Printing Services), January

Preservation of Library Materials Conference, Arlington, Va. (Bookbinder/Conservation Specialist), February

CRS Advanced Legislative Institute, Gettysburg, Pa. (Legislative Reference Assistant), February

CRS Graduate Institute, Ocean City, Md. (Librarian), April

Meeting of National Council of Public History, Chicago, Il. (Historian), April

International Standards Organization, Ottawa, Canada (Assistant Secretary), April

Metropolitan Washington Library Council Seminar on Integrating and Integrated Automated Systems in Libraries, Washington, D.C. (Librarian and Assistant Librarian), May

Meeting of European Parliament and U.S. House of

Representatives, San Francisco, Ca. (Director of Interparliamentary Services), June

Symposium on Fate and Future of Congressional Budget, Princeton, N.J. (Parliamentarian), June

ANPA Production Management Conference, Dallas, Tx. (Chief Clerk, Office of Printing Services), June

New York Times Information Service Regional Training Seminar, Washington, D. C. (Reference Librarian), June

Conference of Special Libraries Association, Detroit, Mi. (Librarian), June

Meeting of Professional Picture Framers, Los Angeles, Ca. (Bookbinder/Conservation Specialist), July

Meeting of American Library Association, Philadelphia, Pa. (Assistant Librarian and Reference Librarian), July

CRS Graduate Institute, Chestertown, Md. (Head Reference Librarian), August

CRS Advanced Legislative Institute, Gettysburg, Pa. (Reference Librarian), October

Meeting of Oral History Association, San Antonio, Tx. (Associate Historian), October

Meeting of Western History Association, Phoenix, Az. (Historian), October

Mid-Atlantic Regional Archives Conference, Philadelphia, Pa. (Assistant Historian), October

1983

CRS Advanced Legislative Institute, Harpers Ferry, W.Va. (Executive Assistant, Documents Specialist), February

Integral Systems, Inc. Northeast Regional Users Conference, Kenilworth, New Jersey (Special Projects Coordinator), February

CRS Graduate Institute, Emmitsburg, Md. (Legislative Reference Assistant, Assistant Bill Clerk), April

Meeting of Organization of American Historians, Cincinnati, Oh. (Assistant Historian), April

Metropolitan Washington Library Council Workshop on Supervising vs. Managing, Washington, D. C. (Legislative Reference Assistant), May

Meeting of American Institute of Conservation, Baltimore, Md. (Bookbinder/Conservation Specialist, Assistant Bookbinder/Conservation Specialist), May

Conference of Special Libraries Association, New Orleans, La. (Librarian), June

Printing and Binding Seminar, Harrisburg, Pa. (Director of Printing Services, Bookbinder/Conservation Specialist), July

CRS Graduate Institute, Chestertown, Md. (Assistant Librarian), August

NBI Training, Rosslyn, Va. (Executive Assistant, Secretaries to Historian, Director of Interparliamentary Services, Librarian, Parliamentarian), August

Meeting of Library Information and Technology Association, Baltimore, Md. (Documents Specialist), September

Meeting of Information and Image Management, Fredericksburg, Va. (Assistant Secretary), September

Midwest Regional Conference on Campaign Finance and Election Administration, Itasca, Il. (Senate Special Deputy to Federal Election Commission), September

Graph Expo '83, Chicago, Il. (Director of Printing Services), September

Meeting of the Information and Image Management Association, Fredericksburg, Va. (Assistant Secretary), September

Meeting of Oral History Association, Seattle, Washington (Associate Historian), October

NBI Training, Rosslyn, Va. (Secretary to Librarian), October

Meeting of Northeast Regional Conference on Lobbying, Newark, N.J. (2 lobby clerks), October

Mid-Atlantic Archives Conference, Harpers Ferry, W. Va. (Assistant Historian), November

CRS Advanced Legislative Institute, Hagerstown, Md. (Legislative Reference Assistant), November

Meeting of American Historical Association, San Francisco, Ca. (Historian), December

Meeting of American National Standards Institute, New York City, (Assistant Secretary), December

1984

Meeting of Special Libraries Association, Denver, Co. (Librarian), January

Federal Library Committee Forum on Federal Information Policies, Washington, D. C. (Head Reference Librarian), February

Graph Expo '84, Los Angeles, Ca. (Director of Printing Services), February

Integrated Systems, Inc. Northeast Regional Users Conference, Philadelphia, Pa. (Assistant Secretary, Assistant Financial Clerk, Supervisor of Payroll, and Special Projects Coordinator), February

QUESTION: How many employees are currently in the Office of the Secretary, and how do you expect this to change in fiscal year 1985? Please submit the number of employees in each of your departments.

ANSWER: The following chart shows the number of employees currently in the Secretary's Office, and our proposed staffing level for the next fiscal year.

FISCAL YEAR 1984 STAFF

<u>Department</u>	<u>Number of Employees</u>	<u>Proposed Range* for Staffing</u>
~~Legislative/Administrative~~	65	59-65
Disbursing Office	42	42-44
Document Room	20	20-21
Library	21	21-23
Stationery Room	18	19-21
Office of Public Records	6	6-7
Office of Classified National Security Information	5	5
Historian	8	8
Curator	4	4
	<u>189</u>	<u>183-198</u>

*The figures represent full-time professional and clerical staff. They do not include the interns who work from six to ten weeks during the summer months.

QUESTION: How much of the \$60,000 allowance for the photo-historical essay book has been obligated? How much has been expended? Can you give us an estimate of the unit cost per book?

ANSWER: The entire \$60,000 was spent for the photo-historical essay book. The funds were used for the printing and binding. Our staff was responsible for all the layout and preparation prior to printing. The cost was approximately \$60 per book, based upon 1,000 copies which were delivered to us.

QUESTION: I understand that there is now considerable interest in printing additional copies of the photo-historical essay book for general distribution. Last year's request was granted with the expectation that the number of copies, and their distribution, would be very limited. How do you plan to respond to these new requests?

ANSWER: One copy was sent to every Senator and to the present and former elected officers of the Senate. To date, we have received 23 letters and many phone calls praising the book. The remaining books are being held by my office and will be released to the leadership upon request as gifts to Heads of State and other visiting dignitaries. The distribution of these books will be controlled to insure that they remain as intended, a special presentation gift from the United States Senate.

QUESTION: In the event that you decide to recommend the printing of additional copies of the Senate historical photo book, do you think it would be wise to make them available for sale in the

stationery store and use the proceeds to reimburse the cost of production?

ANSWER: I am recommending the printing of additional copies of the book. The response and interest of Senators has been greater than anticipated. Our proposal is to reprint the book and have it bound with a soft cover. We are in the process of obtaining cost estimates from the Government Printing Office.

We would like to offer the books for sale in the Stationery Room, but at this time we do not have sufficient funds available to fund such a project. Therefore, I am proposing that the Stationery Room Revolving Fund be augmented sufficiently to cover the printing and binding costs. The books could then be made available for sale to recover these costs. If the committee wishes, these funds could be returned to the Treasury, but that would eliminate subsequent reprinting without another infusion of capital.

In November 1981 we began selling a photo book titled Washington, The Capital, which while it is not limited to just the Senate, has sold very well. The book was done by a private publisher and so far the Stationery Room has sold 2,285 copies.

I believe this new photo book which so richly illustrates the Senate will be even more popular, and because it has no pictures of current Members, its value should not decrease over the years.

QUESTION: Do you have any suggestions relating to the allowance and position controls which are currently in effect for both Senate offices and committees? Are there changes which could both help Senators in the management of their funds and also expedite development of the new financial management system?

ANSWER: Title 2, Section 61 of the U.S. Code establishes allowance controls for employees paid by the Secretary of the Senate. To illustrate, the salary controls for a Senator's staff in 1983 were:

One employee at not to exceed.....	\$65,550
Five employees at not to exceed.....	62,215
Three employees at not to exceed.....	61,640
All other employees are not to exceed.....	39,154
The minimum annual salary for an employee.....	1,202

In regard to the salary allowances, a Senator and other offices, Secretary, Sergeant at Arms, Leadership, etc., cannot spend more than one-twelfth of the allowance in a given month, plus the unexpended (accrued) surplus from prior months of the same fiscal year.

In the current system, as appointments are received in Disbursing, the payroll system can be interrogated online to show if the appointment will violate salary and allowance controls. An office is immediately notified if either allowance or salary controls may be exceeded. Salary controls are also in effect for committees.

Similar allowances were in effect for the Official Office Expense Account, but they were removed in 1982. Now a Senator can control the office's expenses based upon need. Committees do not

have allowance controls for their funds and therefore have no restrictions and considerable flexibility.

I have heard numerous complaints from Members and staff regarding the allowance controls. Offices would like to hire staff according to need. If there is a major activity during the first part of the fiscal year, there may be a need for temporary help, but this cannot be done if the annual salaries of all staff were to exceed the one-twelfth plus accrued surplus.

The allowance controls are supposed to protect Members from spending all their funds early in the fiscal year. The arguments against such protectionism is that Senators and their staff are responsible people and quite capable of managing office funds. They have succeeded in obtaining responsibility for the office expense allowance, why not the salary allowance? The law should be modified to remove this restriction and provide Senators with greater flexibility in using their salary allowances.

The same arguments can be applied to salary controls, and I know that Senator Nunn has written to your committee requesting greater flexibility in the number of individuals who can be paid at the higher levels on committees. I would recommend that multiple position controls be abolished and that a single maximum salary rate be established. There should be no restriction as to the number of employees a Senator or committee may hire as long as the office remains within the fiscal year allowance and does not exceed the maximum rate established.

Both of these recommendations would help Senators and committees in the management of their funds and also greatly expedite the development of the new financial management system.

QUESTION: Since 1978 we have had a category of employees called shared employees. Currently, how many such individuals are on the Senate payroll? Can you estimate the resources required by your staff and others to handle these employees now and in the planned financial management system?

ANSWER: There are currently thirty-nine shared employees on the Senate payroll. Although the number is small, the impact on the current payroll system is significant. Shared employees must be processed separately and differently from regular employees and as such are often responsible for problems encountered when finalizing the payroll twice a month. When changes to existing laws are implemented, a great deal of time is spent by Disbursing Office staff as well as Computer Center staff in designing procedures for the special handling of shared employees. The shared employee concept is an administrative nightmare.

It is difficult to estimate the current resources that are necessary to deal with processing these employees because it is an ongoing process which fluctuates in conjunction with the amount of activity experienced by these employees, e.g., appointments, terminations, salary changes, transfers, etc. In the planned financial management system, much the same situation exists. Shared employees must be treated as exceptions to the standard way of processing payroll actions. Special coding and reporting is being designed for all computer programs affecting allowance and salary controls, benefit processing, service history, etc. The

list is long. In checking with the Computer Center, I discovered that it will require an estimated six man-months to incorporate shared employee processing into the new financial management system.

QUESTION: Would you provide background information and an explanation about how the legislative assistance allowance works? How many Senators are affected by the reduction? How many Senate employees are designated as this type of employee? Do you feel that this allowance is serving its original purpose?

ANSWER: Senators now receive an allowance for staff which consists of two parts: Administrative and Clerical Assistance which varies based on state population, and a Legislative Assistance Allowance which is a fixed amount. The latter is subject to automatic reduction of one-third if a Senator is chairman or ranking minority member of a committee. In addition, if a Senator is authorized by the chairman of a committee to recommend or approve any individuals for appointment to the committee staff who will assist that Senator "solely and directly" in the Senator's duties as a member of that committee, then the Senator's Legislative Assistance Allowance is subject to reduction. The reduction would be in the total amount of the staff member's per annum salary rate, but in no case would the reduction exceed one-third of the Legislative Assistance Allowance for each committee. The reasoning here is that if a Senator has the services of a committee employee exclusively available to him/her, the Senator is then obligated to give up the same amount of money from the Legislative Assistance Allowance. No employee, however, may serve on more than one committee at a time.

In addition, a Senator who is a member of more than three (3) committees may select one of those committees NOT to be taken into account as a reduction factor if he is the chairman, ranking minority member, or has individuals to assist him "solely and directly." Therefore, those funds would be available as part of the Senator's allowance for additional staff who may or may not work on committee matters.

A Senator may use these funds for regular staff and, in practice, the funds are actually merged by the Disbursing Officer, per P.L. 95-94, and appear on the monthly reports to Senators as a single item. There are twenty Senators whose allowances are automatically reduced. There are only two employees on the Senate payroll who are designated as this type of employee.

A Senator who appoints such an individual has money taken from his/her allowance and, in addition, the committee is also charged for the employee's salary. Senators who are aware of this recognize that the moneys can be better spent by not designating a staff member as this type.

The allowance was created for two purposes (1) to indirectly increase the funding for staff, and (2) to permit all Senators to have staff on a committee.

In 1976, when this allowance was created, it may have been necessary to provide a method for having an individual who worked solely for a Senator on a committee. Since there are only two such individuals on the current payroll, this must no longer be a problem. Senators are using these funds for regular staff, therefore, consideration should be given to changing the law. I am

recommending only that the part of the law which addresses the appointment of legislative assistants under this allowance be eliminated; the funding provided would remain intact and the amount provided Senators be subject to the same reductions. It would save development work in the payroll and allowance subsystems if we didn't have to design it for this type of employee.

LEGISLATIVE ASSISTANCE--BRIEF HISTORY

S. Res. 60, agreed to June 12, 1975:

1. Allowed each Senator an amount (as of that time) of \$33,975 for each of a maximum of three committees of which he/she was a member.

2. This allowance was to be used to hire additional staff to serve on the Senator's personal staff and be housed in the senatorial office, for the purpose of assisting the Senator in connection with his/her duties as a member of a committee. The allowance was subject to reductions if a Senator was chairman or ranking minority member and/or for salaries of staff put on the committee payroll for the purpose of assisting such Senator in his/her duties as a member of the committee, not to exceed the amount referred to in section 105(e)(1) of the Legislative Appropriations Act of 1968 (\$33,975) for each committee.

P.L. 94-59, July 25, 1975 (Legislative Branch Appropriation Act, 1976), Sec. 108, incorporated the provisions of S. Res. 60 into public law.

S. Res. 4, February 4, 1977:

Sec. 705:

(1) Repealed S. Res. 60

(2) Restated the provisions of S. Res. 60 and P.L. 94-59, except that instead of allowing each Senator an amount for Legislative Assistance for each of three committees of which he/she was a member, allowed each Senator an amount equal to three times the amount referred to in section 105(e)(1) of the Legislative Branch Appropriation Act, 1968. Such amount still to be used only for employing individuals to assist the Senator in connection with his/her membership on the committee, and still subject to the same reduction factors.

P.L. 95-26 (Supplemental Appropriations Act, 1977):

(1) Incorporated the provisions of S. Res. 4 into public law.

(2) Added a new proviso which allowed any Senator who was a member of more than three committees to designate (to the Secretary of the Senate) one of those committees not to be considered for reduction purposes.

P.L. 95-94 (Legislative Branch Appropriation Act, 1978):

Sec. 111 repeated the provisions of P.L. 95-26, and changed the Legislative Assistance Allowance from a separate allowance to an increase in the Administrative and Clerical Allowance by an

amount equal to 3 times "the amount referred to under section 105(e)(1)." This allowed each Senator to use the amount to hire additional staff whether or not they were hired for the purpose of assisting the Senator with committee work. This amount now becomes just a part of a formula which determines the Senator's Clerk Hire Allowance, subject to the same reduction factors set forth in prior legislation.

The current amount allowed each Senator for the "Legislative Assistance" portion of his Clerk Hire Allowance is \$207,342 per annum. The maximum reduction factor for any one committee is one-third of that amount or \$69,114.

QUESTION: I understand that there are currently twelve different voucher forms used by the Senate. In your statement you indicate that you have discussed issues such as the consolidation of vouchers and online voucher preparation. What would you propose as the steps to effect this change, and what are the potential benefits to the Senate?

ANSWER: One of the first steps which could be taken to streamline the voucher process would be to make the Official Office Expense Account a separate appropriation. The Secretary's Office would then be in a position to consolidate and redesign vouchers and to establish the procedures relating to their preparation. If the Account stays within the contingent fund, then I recommend that your committee, Rules Committee and my staff study the entire voucher process in the Senate. Some regulations have not been reviewed for years. I would also recommend that we abolish the requirement for documentation to accompany a voucher. It makes the process more cumbersome for both our staff and Members' staff. The documentation should be retained in the Senate office with its copy of the voucher. If the Rules Committee auditors wish to perform periodic audits of selected vouchers, then offices could be requested to submit their copies of the supporting documentation.

It is expected that under the new financial management system we will be able to eliminate most if not all of the different voucher forms presently in use. We are considering online voucher preparation under the new system. Our goal is to have all vouchers computer generated and thereby eliminating the necessity of preprinting twelve different voucher forms and in its place using a blank voucher stock, which could be used by all offices of the Senate. This type of voucher preparation system is already in place and operational. The Disbursing Office staff and the Office of the Sergeant at Arms worked jointly in the design of a multi-purpose voucher stock which is printed by the Sergeant at Arms' automated accounting system. This type of system could be expanded to other areas of the Senate, and it would reduce the printing and storage costs, minimize errors and reduce the difficulty offices have completing vouchers.

In addition, as part of the new financial management system, we plan to have the ability to automatically transfer data from the Sergeant at Arms' voucher system to the new voucher system which offers considerable savings. They now produce more than 7,000 vouchers annually. That would reduce our keyboarding work load in Disbursing by 20 percent. Furthermore, if we adopt the consolidated voucher approach, a program could be easily developed to permit Senate offices to automatically transmit this type of

information, both on paper and electronically, to Disbursing. Vouchers could be reviewed online and information received in this manner would require no additional keying by our staff. The Rules Committee auditors could also benefit from this type of system.

Within the Disbursing Office we have two systems developed for vouchers. There is no communication between the voucher system, which is used to check for payments and potential duplicate payments, and collects information for the Secretary's Report. The other system is called SCOEA (Senatorial Consolidated Combined Office Expense Account Allowance) which keeps track of vouchers charged against a Senator's office allowance. It is used to monitor spending during a calendar year and provides an online file for research. The Disbursing Office staff in the Audit section are rekeying information for all Senators' vouchers twice, once in SCOEA and again in the voucher system.

QUESTION: Will the new payroll system provide better information to employees? For example, under the current system, an employee receives a payroll information notice when an action affects pay and deductions occur. Wouldn't it be better to have a check advice, and what are your plans?

ANSWER: Yes, the new payroll system will provide more information to employees than we are now able to provide. Every employee will receive a check advice each payday which will show all gross to net salary figures for that period as well as year-to-date and cumulative totals.

OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER

STATEMENT OF HON. LARRY E. SMITH, SERGEANT AT ARMS OF THE
SENATE

ACCOMPANIED BY PHILLIP LARSEN, ADMINISTRATIVE ASSISTANT

Senator D'AMATO. Next is Larry Smith, Sergeant at Arms of the Senate. Good to have you with us.

Mr. SMITH. If I may, Mr. Chairman, rather than reading my prepared statement I would like to submit it for the record and summarize it for you and Senator Hatfield and then respond to any questions you might have.

First I would like to indicate that I have with me Phillip Larsen, my Administrative Assistant and chief budget officer. I relied upon him heavily to prepare our budget and so I asked him to join me.

OPENING STATEMENT

Basically, I would like to highlight today what I feel are three exciting areas as they relate to the jurisdiction of Sergeant at Arms. Those areas are telecommunications, computer services, and security. We have spent a lot of time working in these three areas this past year and we are going to continue our efforts next year.

TELECOMMUNICATIONS

As you know, with the breakup of AT&T, our ability to deal with telecommunications has changed drastically as it relates to the U.S. Senate. Our telecommunications costs are increasing rapidly and we have to very quickly get ahead of that situation and begin making some decisions so that we not only will be able to curb the drastic increase in telecommunications costs but, at the same time, provide better service to the Members of the Senate.

INCREASES IN TELECOMMUNICATIONS COSTS

At the present time we are conducting a study of our current telephone system in the Senate; it is some 15 years old and it is time to change it. Our cost in maintaining that system is phenomenal. Whenever we move a telephone we are paying heavy charges, and I will give you an example. Let us say you move your office at the end of 2 years and your receptionist has a 30-button call director. Before the AT&T breakup it cost us \$200 to move it. Under the new tariff charges it is

going to cost us \$500 to move that one 30-button telephone call director.

TELECOMMUNICATIONS STUDY

So the study that we are presently conducting, which we hope will be completed in May, will recommend that we change our system in some manner. We expect that it will be a major procurement. We also hope to be able to tell you that the savings realized by having that new system will pay for the system within a few years. I think it is an important development and we will be talking to you further when we have the study completed. It is really needed and I think you will find that when it is completed and the new system is in place, your offices are going to be able to function more efficiently by having better telecommunication.

COMPUTER SERVICES

The other area in which we are spending a great deal of time, and which you mentioned earlier today, relates to computer services. The Senate historically has always been very reluctant to plow new ground in terms of how it operates, and that can be said in terms of computer services. Senator Hatfield can relate to many of these areas in which he has prodded the Senate.

The Computer Center is approximately 12 to 13 years old and it has experienced tremendous growth during that time, but we are still behind the eight ball. Fortunately, last year this committee provided us with adequate funds to initiate a major procurement for the replacement of our old computers. That procurement is completed and we expect that the Rules Committee will be able to award a contract within the next 2 or 3 weeks and that approximately 6 or 8 weeks after that award we will have the new computers in operation.

Senator D'AMATO. For the record I am saying a prayer, a hopeful prayer. You can indicate that the Senator has a hope—we hope.

Mr. SMITH. But that is going to be a major change, it will be a tremendous boost to the morale of my Computer Center employees, as well as the morale for all Senate employees, because they are very frustrated with the present system.

We are also participating with the Rules Committee in the office automation project. Once again the Senate is behind the eight ball in terms of providing modern, up-to-date word processing capability to Senate offices. That pilot is complete and we are now reviewing bids. I expect they will be making a decision on that in the next month or two. Once completed, we will then be able to turn our attention to the replacement of the CMS system. It did not make sense to work on CMS until office automation was completed. We are moving ahead on that.

COMPUTER CENTER STUDY

The third area is more of a management issue. As I stated earlier, the Computer Center has grown rapidly in the last few years. I think we need to pause and take a look at that operation to see whether we have the means to support the Senate in the 1980's and 1990's. Accordingly,

I am going to bring in an outside consultant to do a management study of that facility so that I will have some better information in terms of assessing our needs. We will be sharing this study with not only this committee but with the Rules Committee, and I think it is going to be a very valuable exercise. I have discussed this project with the Computer Center management and they feel this is a very positive approach. I think it is going to be a worthwhile experience.

SECURITY

The third thing I want to briefly discuss is the issue of security. As you know, we have made a tremendous number of changes in the last 3 months. We are now in a shakedown period and fine tuning it. We are going to begin making some changes in terms of types of personnel that we are using. We are going to use civilians in a number of security-related areas rather than police officers. We can hire civilians for less money and we can, thereby, devote our police officers to functions that are totally security related.

Chairman HATFIELD. Similar to the airport.

Mr. SMITH. Yes, that is correct. We will still have a police officer on duty at the metal detectors, but where we now have two, we will only need one and we can put that other officer out on the beat. We are going to be working very closely with the Capitol Police in that regard.

Finally, I just would like to state that in terms of our budget submission we are asking for an overall increase of 6.25 percent. I do feel that this is modest in relation to the increase in cost we are experiencing in such areas as telecommunications.

I will be happy to respond to any questions that you have.

Senator D'AMATO. Senator Hatfield.

Chairman HATFIELD. Thank you, Chairman D'Amato.

Do I understand that in the breakup you indicated of the AT&T that where before it cost \$200 to transfer that receptionist telephone it now cost \$500?

Mr. SMITH. It will cost approximately \$500 for that change.

Chairman HATFIELD. Now that is because of the corporate changes and the cost item. Now where in this whole scheme are we going to be able to save that money by making that change? I don't understand.

ESTIMATED BENEFITS OF A NEW TELECOMMUNICATIONS SYSTEM

Mr. SMITH. Right now whenever we have an office change we bring in the crews and pull out the telephones or move them. When we go to the new system we will only install the phone once. When a Senator moves from suite A to suite B, we will get on the computer and re-program those telephones in his new suite.

Chairman HATFIELD. Why did we move them in the past?

Mr. SMITH. That has been the way the telephone company has done it. It hasn't been our choice; that is the way they have managed it. They are responsible for telephone installation and what we are proposing is that we will procure the system, we will manage it, and we will be able to cut down on those costs.

Chairman HATFIELD. We will buy all the instruments.

Mr. SMITH. Probably. Right now we lease most of our equipment. We are spending \$180,000 a month on equipment rental. We are spending over \$16,000 a month on what I would call added phone features like call forward. With the new system we would not have to pay those charges.

Chairman HATFIELD. We will own it.

Mr. SMITH. That is right. Technology is changing rapidly. I am not saying we should have done this 3 years ago because I don't think the technology was there and the divestiture had not occurred, but that has now changed and I think we are going to be able to demonstrate that it makes economic sense for the taxpayer. At the same time we are going to be able to provide better service for the Members.

ADMINISTRATIVE OPERATIONS OF THE SENATE

Chairman HATFIELD. One other question. You heard my questions to Mr. Hildenbrand relating to the Culver Commission report, the Pearson/Ribicoff report, the Legislative Reorganization Act, and our seeming inability to adopt those reform proposals made by these commissions. And my suggestion that perhaps we might start with the Capitol Architect's Office to try to bring about some of these administrative reforms. What is your view about the need for administrative reorganization?

Mr. SMITH. It is true; it is confusing. It is hard for everyone to remember what I am responsible for, what Bill Hildenbrand is responsible for, and what George White is responsible for. I attended a breakfast meeting the other day and afterward I had someone come up and tell me the eggs were cold. Well, I have nothing to do with the restaurant but for some reason they assumed that I did.

Chairman HATFIELD. The eggs were cold. [Laughter.]

You tell them George White cooked the eggs.

Mr. SMITH. As Bill Hildenbrand said, one of us is responsible for the carpet up to the mopboard and someone else is responsible for the walls. It is confusing.

Chairman HATFIELD. Who is responsible for the carpets?

Mr. SMITH. I am responsible for the carpet in the Capitol only, not the Senate Office Buildings.

Senator D'AMATO. You are responsible for the carpet only in the Capitol.

Mr. SMITH. In the Capitol I am responsible for the custodial services, the furnishings, and the carpet and the draperies. Anything relating to painting the walls, or electrical work, comes under the Architect of the Capitol.

Chairman HATFIELD. Take that one step forward. Take the Senate office buildings.

Mr. SMITH. All I do in the Senate office buildings is provide you with the office equipment such as typewriters and dictating machines.

Chairman HATFIELD. Who is taking care of the carpet there?

Senator D'AMATO. The Architect of the Capitol.

Senator D'AMATO. Who paints from the ceiling down to—

Mr. SMITH. The Architect.

Senator D'AMATO. Who paints the trim around the bottom?

Mr. SMITH. Really, he is responsible for the trim, too, but—

Chairman HATFIELD. He is down to the floor.

Mr. SMITH. And I take care of the floor in terms of the Capitol, but not in the office buildings. I have nothing to do with the custodial care of the office buildings.

Chairman HATFIELD. In other words, you take care of the urinals here and the Architect takes care of the urinals over in the office buildings?

Mr. SMITH. That is right, and I am not sure I want to take care of any more.

Senator D'AMATO. That is another part of the problem.

Mr. SMITH. Yes. It puts me in a difficult position because I don't think it is appropriate for me to be looking for more work to do. I want to do what I am responsible for.

Chairman HATFIELD. You are responding to my questions.

Mr. SMITH. That is right.

Chairman HATFIELD. I know you are not out there looking for more work.

Mr. SMITH. But it is confusing to everyone, including myself.

Chairman HATFIELD. I have been to those bipartisan commissions made up of people within the Senate and people outside of the Senate, and they all come to the very same conclusion—it is costing us money.

Mr. SMITH. That is right.

Chairman HATFIELD. It is costing money to function the way we try to function, and we are not functioning either economically or efficiently.

Mr. SMITH. If we had to turn a profit, we would have been bankrupt a long time ago.

Chairman HATFIELD. That is right, just on our own organization.

Thank you, Mr. Chairman.

Senator BUMPERS. No questions.

INCREASED SECURITY COSTS

Senator D'AMATO. You are often asked the question with respect to security. Could you provide us with an estimate with respect to what the new security measures have cost and what you foresee in the future?

Mr. SMITH. In terms of the equipment, as you know, we acquired a few magnetometers. We have spent approximately \$140,000 for these devices. In our budget submission we have asked for an increase in terms of our canine group. We are trying to double that force so there will be six on the Senate side and six on the House side, but they do operate as a unit.

At this point we are in a shakedown period related to the security of the Senate and we are not in position to ask you for anything additional. One thing about security, I am not suggesting that what we have done is going to prevent a reoccurrence of what occurred on November 7. In this kind of business you never know when you are successful; you only find out when you are a failure. We are trying to strike a reasonable balance and at the same time make sure this building is open to the general public and that people can still interact with their representatives. So it is a balancing act and I am not sure what the appropriate balance is. It is a trial-and-error type of thing.

We are trying not to increase the size of the police force because I don't think that is the answer. If there needs to be an increase, it will be to hire civilians to do some of the functions that heretofore were handled by police officers.

Senator BUMPERS. How many people are in the Capitol Police now?

Mr. SMITH. Approximately 1,200, sir, and it is split equally between the House payroll and the Senate payroll.

Senator BUMPERS. How many is that compared to what we had, say, 2 years ago? Is that an increase?

Mr. SMITH. Maybe 25 or 30 more, but it is basically about the same.

COURTESY TO VISITORS

Senator BUMPERS. Let me ask you one other thing. Do we have any courses in behavior modification of the Capitol Police?

Mr. SMITH. We are working on that, sir. It is a problem. You know, whenever you make the number of changes we have made in the last 3 months, that is a massive reeducation job. There have been some weeks when we have changed regulations two or three times within this trial-and-error period, and we have made mistakes. We have not been able to get the word out to all the officers and make sure that they know what the regulations are but we are leaning on them very heavily.

Senator BUMPERS. What is the entry salary for a Capitol policeman?

Mr. SMITH. I think it is about \$18,000.

Senator BUMPERS. I started complaining about this when I first came to the Senate in the caucus and Phil Hart used to say, "Dale, you are not going to get a diplomat for \$10,000 a year."

Mr. SMITH. We now send them down to Georgia to the National Police Academy, and they are trained as professional officers. Part of the job of being a police officer is that they go through this intensive training and they are all up for the job and then they come up and they have to sit at a duty post day after day and they tend to become lax. That is a difficult issue to deal with. How do you keep them up on their toes when all they are doing is processing people? That is a management problem we have and we are working on it. One of the ways we work on it is to rotate people. We sometimes have a problem when we do that because when you have a certain person on the same duty post day after day he recognizes people, but then we rotate him, put a new person there, and that person does not recognize the people who should be recognized. Then you have another kind of problem.

Senator BUMPERS. That is not a real concern of mine. I told you about an incident I had the other day and, of course, I was offended by it, not because I'm a Senator, but it showed me how the tourists are treated, because he thought I was a tourist.

As I say, this has been a concern to me and it has become an increasing concern because it seems to me that the more security we have here the more important it is that those people treat the tourists in the city with a little dignity and respect.

This is their place—the American people. I have watched those Capitol Police—some of them are dear friends of mine and some of them are courteous and polite to us. It is sort of like when I was on the school board. All the superintendent had to do to keep his job was just be nice to the school board; it didn't make any difference whether the people liked him or not as long as he had the school board in his pocket. And it seems to me that the Capitol Police, as long as they have the Senators' approval, are safe, but I am not interested in how they feel about me or how I feel about them. I am interested in the way they treat people who come here with their families, and who are excited about being in the Nation's Capital, and excited about being in this building. Then some guy who thinks because he has got a badge and a gun on his hip he has a right to insult those people. That really offends me.

Mr. SMITH. You are exactly right; it offends me. And I can tell you that on a daily basis, I try to make sure that they are polite to everyone.

Senator BUMPERS. It is so simple to do their job. I am not suggesting they be lax in security or anything, but it is simple to perform their job in a courteous way.

Mr. SMITH. That is right.

Chairman HATFIELD. If the Senator will yield, I would like to associate myself with his remarks, and take the issue one step further. In no way do I wish to justify discourtesy, but I find that some Members are also very discourteous to the policemen, say, if they're not recognized when asked to walk through the metal detectors. I heard a colleague rage against an officer in a most disgraceful way, in front of a group of tourists, because he was a Senator and he shouldn't be asked to go through one of those machines. I have seen colleagues revile a policeman if he didn't kick people off the subway to make room for them, because they don't want tourists sitting next to them. I have heard colleagues ask people to get off an elevator because it was a "Senators' only" elevator.

All I'm saying is, if we are going to discuss behavior modification, I feel that we ought to have a session with some of our colleagues as well.

Senator BUMPERS. I will bring it up in my caucus next week and you do the same. I will be happy to talk to Robert Byrd about it.

Chairman HATFIELD. I have just seen too many instances when policemen have gotten the brunt of offending the dignity of a Senator, you know.

Mr. SMITH. Senator Bumpers, I want to assure you I am very sensitive to this attitude and we are actively working on it.

Senator BUMPERS. I just wanted to keep that on the front burner.

Mr. SMITH. It is, very much so.

Senator BUMPERS. The behavior is inexcusable.

Mr. SMITH. In many cases when someone comes to visit this building the only person they ever come in contact with is the policeman at the door. If they have a bad experience with that individual they go back to their home State or their hometown with a very bad taste in their mouth toward this building, which belongs to them. We are sensitive about that.

Senator D'AMATO. You mentioned some of the surveys you have taken with respect to computers. When do you expect that survey to be completed?

Mr. SMITH. I talked to one individual, an outside consultant, and we are going to look at a couple of others, to assure selection of the best one. I hope that we can sign a contract in the next 6 weeks and have the completed study on my desk, and your desk, by the end of August.

Senator D'AMATO. You and I have spoken with regard to the problems that we are having now in terms of printing.

Mr. SMITH. That is correct.

NEED FOR A THIRD SHIFT IN THE SERVICE DEPARTMENT

Senator D'AMATO. Maybe you would care to spell out why you would be forced to establish a third shift.

Mr. SMITH. Right. We have had a very unusual situation this year as it relates to the production of newsletters. During past election years, those Senators up for reelection were not permitted to send out a newsletter 60 days prior to the general election. This year, under a new rule promulgated by the Rules Committee, no Senators will be permitted to send out a newsletter 60 days prior to the general election. So, from a management standpoint or a production standpoint, the Service Department is basically required to do 12 months' production in 10 months.

In order for us to do a better job in handling production, we are meeting with representatives from every Senator's office to get an idea of what their anticipated newsletter needs will be this year and when those demands are going to occur, so we can do a better job in scheduling. At the same time we know already that we have to add a third shift which I have done. We are basically going to be running that facility 24 hours a day and, during some weeks, 7 days a week, in order to get the work done.

Senator BUMPERS. My staff tells me you are doing that now.

Mr. SMITH. Some weekends we are not working, depending on what the workload is, but we are working three shifts during the week. As we get closer to that deadline we are going to be working even harder.

Senator D'AMATO. I have some other questions I will submit to you for the record and ask you to respond.

Mr. SMITH. Yes.

Senator D'AMATO. Dale, do you have anything?

Senator BUMPERS. Is this our last witness?

Senator D'AMATO. No.

Thank you.

Senator BUMPERS. I want to direct a question to the Secretary of the Senate; I am sorry I got here after he testified. I would like to submit the question for the record for him.

Mr. HILDENBRAND. Certainly.

Senator BUMPERS. And I also want to discuss that with you a little bit later.

Mr. HILDENBRAND. All right.

SUBMITTED QUESTIONS

Senator BUMPERS. I will submit this for the record for the Secretary of the Senate.

[The following questions were not asked at the hearing but were submitted for response for the record:]

TELECOMMUNICATIONS STUDIES

Question: Are telecommunications studies being conducted under contract or in-house? At what cost? Until that study is completed and your requirements are better known, what justifies your request for an FY84 telecommunications supplemental, and a 17% increase for FY85?

Answer: At the present time a broad-spectrum telecommunications study is being conducted in-house. Although it is hoped that this study will identify areas in which substantial savings may be effected, the primary mandate has been to correlate present services with digital switching innovations and advise as to how the Senate Telecommunications Department may economically adjust to the rising costs and fragmentation of the Bell System network and yet remain flexible in its effort to implement the telecommunications technology of the eighties.

Since the in-house study is still in progress and its recommendations are as yet undetermined, it has not been used as input for the FY85 budget.

The need for an FY84 supplemental has been occasioned by a rate increase granted to the telephone company in September, 1983, quite unforeseen for inclusion in the original 1984 budget submission. Such an increase has resulted in an increase of \$28,500 monthly or \$342,000 annually.

The 17% increase for 1985 is required because the September 1983 rate increase and a further rate increase approved in January, 1984, resulted in a \$696,000 increase for 1985.

Commencing in January, 1985, we expect an estimated move of 34 senatorial suites, at a cost of \$464,000. (This does not include new time and material charges - versus the traditional flat rate - that C&P and AT&T will levy. Costs for these services are expected to be around \$800,000, however, since these rates are currently unavailable, this portion of the 1985 estimate must remain unquantified and will be the basis for a supplemental request.)

All new CENTREX lines scheduled to go into service will have a \$4.00 perline monthly customer access line charge (CALC). This will result in an approximate increase of \$76,000 for 1985.

Lastly, an annual inflation rate of 3.8% or \$247,000 is expected.

Question: Mr. Smith, you have been the Senate officer principally responsible for the implementation of new security measures taken in response to the November 7, 1983 bombing of the Capitol. Would you please provide us with a summation of the actions you have taken, and plan to take, to improve the security of people and property in the Capitol complex? Please elaborate for the record, and provide with that material a complete accounting of the financing of the security measures, including equipment and personnel.

Answer: There have been a number of measures implemented to enhance the security of people and property of the Capitol and the Senate Office Buildings. These include:

- 1) The establishment of a building pass system which aids the police in assuring the identity of persons entering the Capitol and office buildings.
- 2) The establishment of certain "limited access areas" in the Capitol into which non-staff may enter only by possession of a special visitors pass or by being escorted by a staff member.

3) The establishment of a procedure that provides for magnetometer checks of all non-employees entering the Capitol or office buildings. Further, additional X-ray machines have been obtained to better check the large number of parcels and letters that arrive each day.

4) The Capitol Police have been restructured to provide for more resources aimed at preventing terrorist activities. Further, they are being trained to better watch for such activities in their day to day operations and we have developed greater cooperation with other law enforcement and security agencies.

In the next few months, we will be spending a great deal of effort on reviewing and refining the operational aspects of the above processes. Further, we will be working toward the establishment of a more sophisticated building pass system which should be easier to use by pass holders, easier to administer by the Capitol Police, and, at the same time, provide a higher level of security.

The total expenditures required to implement these procedures is \$185,841 for magnetometers and supplies (film, laminate, etc.) for the employee pass system. These costs were absorbed by the Capitol Police. All of the human resources requirement was absorbed primarily by assigning additional duties to existing personnel.

Question: You are requesting a number of new positions in several departments, but your justification contains little information on the need for these new positions. Can you please elaborate on the changed conditions that lead you to ask for six new positions in the Senate Post Office, two in Telecommunications, two for the Capitol Police, and one new position in Facilities and Finance Management? Further, please explain why an increase of \$851,000 is required to support the two new positions in the Capitol Police force, and \$105,000 for the two positions in Telecommunications.

Answer: The total number of new positions requested over the current 1984 base is 14. During the course of fiscal year 1984, six additional positions were added to the Senate Post Office. These positions, necessitated by the occupancy of the Hart Building, were added pursuant to the "lump sum" authority available to the Sergeant at Arms for the hiring of personnel.

Working from a current 1984 base of 1340, we are requesting additional funding in 1985 for 14 additional positions. These positions are summarized as follows:

Assistant Director for Planning	\$52,500 (est)
Assistant Director for Operations	\$52,500 (est)

These positions are required to complete the restructuring of the Telecommunications Department which was initiated to place additional emphasis on improving telecommunications services, keep abreast of the rapidly changing technology, and provide effective management during this period of transition resulting from the divestiture of the Bell Company.

Facilities and Financial Management Department

Cabinetmaker	\$20,000 (est)
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This position is required because of increased workload. Also, it is more cost effective to make certain kinds of furniture in-house than to special order it from a commercial entity.

Press Galleries

Secretary, Radio/TV Gallery \$20,000 (est)

This position is necessary to handle the increased administrative workload. The Radio/TV Gallery is continually expanding in membership and the daily coverage of Senate activities by this media continues to expand.

Capitol Police

Inspectors (2) \$40,000 each (est)

These positions are required to provide first line supervision necessitated by the increased emphasis being placed on improving the security of the Capitol and Senate Office Buildings. The total budget request for the Capitol Police is increased by \$851,000. However, this includes the annualization of 1984 positions, the cost of living increase, merit compensation, longevity increases and new positions as well as an offsetting reduction in existing positions.

Senate Computer Center

Special Projects Analyst \$33,300 (est)

Computer Specialist \$39,600 (est)

Office Systems Analyst \$27,800 (est)

These positions are necessary to support the rapidly growing area of micro-computers and electronic spread sheets. They will be involved with program development and user support as well as system testing, product evaluation, and integration testing.

Senior Office Systems Analyst \$33,300 (est)

Office Systems Analyst \$27,800 (est)

These positions are necessary to provide support to user offices as the Office Automation Pilot system expands to more Member offices, and the Xerox 1100 Publication processing systems are extended into additional Committee offices.

Senior Programmer Analyst \$33,300 (est)

Senior Applications Analyst \$46,800 (est)

These positions are required to provide program development effort for the increasing demands for administrative support. Application requests, including: the Financial Management System, currently being developed for the Secretary of the Senate, along with continuing legislated changes for the Payroll/Accounting systems; expansion of services for the Capitol Police; continued demand for systems for the Service Department, Human Resources, and Photographic Studio; and the need to merge the Expense Control and Equipment Inventory systems, all require additional resources for program development and implementation.

Senior Systems Programmer \$39,600 (est)

This position is necessary to maintain and update the increasing number of purchased and leased software packages. We receive periodic enhancements and upgrades for these products from the vendor which must be applied to ensure their effectiveness in the Senate environment.

The total annual cost of the Computer Center is \$281,500. However, because they will not be filled for the entire year we have assumed a lapse rate of nearly one quarter of the year and thereby reducing the requested amount to \$214,000.

Question: You are asking for an administrative provision enabling you to employ personnel at daily rates of compensation, and, presumably, help you deal with personal fluctuations in workload. In what departments are you most likely to utilize this authority? How have you addressed this problem previously? Why is the present method inadequate?

Answer: Our request for authority to employ personnel at daily rates will allow us to meet occasional workload peaks that are unanticipated at the time the budget is prepared and approved. In the past, we have required overtime work to meet these demands. When that happens, one pays the price of authorizing a compensatory day off at a subsequent time. Unfortunately, we now find that the normal day to day workload is such that compensatory days off cannot be scheduled. Our request would permit us to have available a cadre of trained personnel that we will call upon only when needed. They will be paid only for those days worked. The alternatives are to hire full-time people to perform a part-time job or to be unresponsive to unanticipated requirements. Most likely this authority would be used in the production section of the Senate Service Department, it could, however, be used for any portion of the Sergeant at Arms office as the need arises.

Question: Why should we create eight new positions in the Computer Center, at a cost of \$626,000, when you are about to undertake a major assessment of the Center's operations and staffing needs?

Answer: The total cost of the eight positions we are requesting is \$214,000; the \$626,000 figure represents these positions plus merit compensation, annualization of 1984 new positions, and summer employment needs for the Computer Center.

The workload at the Computer Center has grown tremendously in recent years. One reflection of this is that we are in the midst of doubling our present central processor capacity. The eight positions requested for FY85 are to meet critical existing shortages, in areas such as office automation, which we are certain will continue to be priorities. While we hope to implement recommendations of the consultant quickly, after appropriate review, I would not expect that the study would affect these short term personnel requirements.

Question: When will your outside consultant complete his study of the Senate Computer Center? What is the cost of this study?

Answer: We are just beginning the process of identifying potential consultants who could perform a study of the Computer Center. It is our hope to have a contract signed within 45 days, and to have the finished study in hand by the end of this fiscal year. The cost of the study is uncertain, but we will report the figure to the Committee as soon as we know it.

Question: What was the total "downtime" for the LEGIS system in calendar year 1983? How does this compare to calendar year 1982?

Answer: The total LEGIS system availability in calendar year 1983 was 98.43% during the prime shift of 8:00 a.m. - 6:00 p.m., Monday-Friday; which is higher than the 97.07% availability in calendar year 1982. Thus, downtime in 1983 was 1.57% and 2.93% in 1982.

~~Question: The Architect of the Capitol has requested \$88,000 in his FY85 request for the replacement of the existing air conditioning system and the installation of a Halon Fire Protection system in a Computer Center office in the basement of the Dirksen Building. Given the anticipated move of the Computer Center from its present offices to other quarters, what necessitates taking this action at this time? Can we not manage a little longer while a decision on Computer Center offices is pending?~~

Answer: The \$88,000 is for the Computer Center's remote printing/processing facility in the Dirksen Senate Office Building, which will remain even if the 400 North Capitol facility is relocated. The Halon Fire Protection in the Dirksen computer room is necessary to adequately protect the installed computer equipment. The air conditioning equipment needs to be replaced. Conversations with engineers from the Architect of the Capitol indicate that they intend to link the new air conditioning at DSOB with the chilled water system available in all Capitol Hill buildings.

Question: How many Senate offices are currently accessing the Senate Computer Center's ATMS word processing system? How many additional users do you project to utilize the system in FY85?

Answer: There are currently seventy Senate offices utilizing ATMS, with 442 operator numbers assigned to Senate users. The great majority of these users are Committee staff, and staff from the Senate Sergeant at Arms and Secretary of the Senate. We currently have a backlog of requests for ATMS equipment and training, and we project a 14% - 20% increase in the number of individual ATMS users between March 1984 and December 1984.

At that time, we project that the Office Automation systems being made available to Committee and support offices will have achieved a level of implementation sufficient to offset additional requests for ATMS service for the next six months, January 1985 through June 1985. Thereafter, we project a monthly reduction in individual ATMS users until a residual base of 100 - 125 users is reached.

Question: What was the cost of developing this mainframe system (ATMS)? What is the cost of the operation and maintenance of ATMS and your Program Review System?

Answer: ATMS is a licensed software product available from the IBM Corporation. There were no development costs associated with the Senate's initial acquisition and installation of the products. The current license fees for ATMS and associated document composition packages are \$22,200 annually. Staff support costs of \$123,000 include our Educational Services and Support personnel and our Systems Programming personnel. The Program Review System has staff support costs of \$65,600. Allocation of hardware maintenance and operating system software expenses accounts for an additional \$40,300 for ATMS and \$6,600 for PRS. Increased or decreased system utilization by the application would not impact actual expenditures.

Question: What measures have you implemented to alleviate slow response time during peak periods of system usage, less than adequate file security, and system downtime concerning the ATMS system?

Answer: Several measures have been taken to alleviate slow response time and reduce system downtime, the most dramatic of which is the planned upgrade to a new computer complex with larger capacity and significantly greater reliability. In the ongoing operation, we have installed improved monitoring capabilities which enhance our system tuning efforts. Additional performance enhancement equipment has been installed, non-critical batch workloads have been shifted to non-peak hours, and the Computer Center staff's system utilization has been curtailed during peak periods, in order to improve service. In order to reduce downtime, we have isolated ATMS from all other on-line systems, so that a software failure in another application will not affect ATMS users, and have made more stringent our installation, testing, and implementation procedures for new or modified software. As for file security, the highest level of security is at the user level. We encourage frequent changing of passwords, and these password changes are totally under the control of the ATMS user.

Question: How do you plan to address the increasing and evolving word processing and personal computer requirements of Senate offices?

Answer: Our plans for the future include full support for the increasing word processing and personal computer requirements of Senate offices. For Committees, we intend to support the use of microcomputers for both in-office budget analysis applications and access to other centralized and distributed services through interconnection to the Senate mainframes and other office automation systems. In addition, we intend to maintain a clearinghouse for word processing and communications software along with profiles of microcomputers and associated peripheral devices which have been tested and cleared for communications with Senate mainframes. We also plan to train our Senate Computer Center personnel in microcomputer applications through professional development seminars so that we can most effectively support Senate offices and their microcomputer needs.

As for the word processing requirements of Senate offices, we plan to support the word processing software as supplied with the Office Automation systems, as well as support use of ATMS being accessed through the Office Automation facilities. In addition, we plan to continue and to enhance support for Committee publications being processed through the Xerox 1100 Publication System. Finally, we will test and evaluate word processing software packages to ensure their suitability in the Senate environment.

Question: What cost savings would be forthcoming with the phasing out of such systems as the Program Review System and ATMS and their eventual replacement by personal computers equipped with off-the-shelf software packages such as VISICALC, LOTUS123, VISIWORD, and WORKPERFECT?

Answer: Although it is unlikely that there would be any measurable cost savings associated with replacing currently installed computer terminals with personal computers, peripherals, and software, due to initial equipment capital outlays, the installation of these personal computers will provide significant benefits to the Senate in terms of capabilities beyond those available under PRS and ATMS. The advantage to use of the personal computers is the high degree of additional functions and capabilities associated with these devices. These personal computers would continue to have an impact on the

Senate's mainframe computers, although somewhat limited, as there would still be a need to communicate between the mainframes and the personal computers for access to large data bases and for inter-office communication. In addition, development resources will be required to implement access to federal budget and economic data.

There will, however, be substantial cost savings from meeting Senate data analysis and graphics requirements using personal computers rather than trying to develop equivalent mainframe computer systems. The intensive processing inherent in both spreadsheet and graphics programs makes implementation of such systems on mainframe computers more expensive in terms of resources and, at the same time, less functional. Moreover, the graphics terminals that would be installed to support such centralized systems are as expensive as fully functional personal computer/terminal workstations.

The real benefit of the personal computer approach is the productivity which will result from having a powerful and flexible tool at the disposal of Committee analysts. We have found that it is difficult to design a mainframe data analysis and graphics system that meets all of the varied and sometimes conflicting requirements of Senate Committees. Personal computers will enable Committee staff to prepare new products such as graphs and customized tables and to improve the quality and timeliness of others. Most importantly, each Committee will have the ability to develop applications tailored to its own needs and scheduled according to its own priorities.

Question: Has there been any undertaking on your part to develop an interface between ATMS and any of the word processing software packages utilized by personal computers?

Answer: The various Senate pilot programs over the past two years in which personal computers have been evaluated and the recent Rules Committee authorization for personal computers in Committees, have all been oriented toward data analysis, graphics, and records processing applications. Thus, at this time, we have not undertaken any effort to develop an interface between ATMS and any of the word processing software packages utilized by personal computers. We have, however, implemented the exchange of data between ATMS on our mainframe and the Xerox 1100 Publication Systems being installed in several Committees, and have periodically converted and loaded text files from outside sources into ATMS. The Computer Center staff is able to create such interfaces and our future plans will certainly include the development of interfaces between the Senate mainframes and various widely used word processing software packages running on personal computers for all types of data.

CONGRESSIONAL BUDGET OFFICE

STATEMENT OF RUDOLPH G. PENNER, DIRECTOR

ACCOMPANIED BY:

ERIC A. HANUSHEK, DEPUTY DIRECTOR

ALFRED B. FITT, GENERAL COUNSEL

STANLEY L. GREIGG, DIRECTOR, OFFICE OF INTERGOVERNMENTAL
RELATIONS

JAMES L. BLUM, ASSISTANT DIRECTOR, BUDGET ANALYSIS DIVISION

ROBERT D. HARRIS, DEPUTY ASSISTANT DIRECTOR, BUDGET ANALY-
SIS DIVISION

CHARLES S. BARDEN, JR., BUDGET ANALYST

SUMMARY OF STATEMENT

Senator D'AMATO. Next is Mr. Rudolph Penner, Director of the Congressional Budget Office.

Mr. PENNER. Senator, I have a rather long statement here I would like to summarize for the record.

Senator D'AMATO. Please. We will be here a long time if you read it all. It will be accepted in the record as if read in its entirety.

Mr. PENNER. Thank you.

Mr. PENNER. Mr. Chairman, Senator Bumpers, I am pleased to appear before you for the first time as Director of the Congressional Budget Office and to present the fiscal year 1985 budget request for our agency. I assumed the directorship of CBO last September, and the subsequent months have afforded me the opportunity to review the appropriations history of the CBO and to plan most carefully for the fiscal 1985 request we submit today.

As you know, CBO is an analytic organization that furnishes information and analyses on issues relating to the U.S. economy, the Federal budget, and Federal programs. Under provisions of the Congressional Budget Act of 1974, our work is nonpartisan and offers no recommendations of policy.

BUDGET REQUEST

In fiscal year 1985, CBO is requesting \$17,650,000. This is an increase of 4.9 percent over our anticipated operating level for fiscal year 1984 of \$16,829,000. We are requesting no additional staff positions for fiscal year 1985. The number of staff positions under this request remains constant at the current authorized level of 222.

The increment of \$821,000 in our budget comprises the following items: \$345,000 for personnel costs; \$355,000 for increased costs, upgrading and maintenance, and new work relating to our automated data processing operations and systems; and \$121,000 for other administrative office service costs.

CURRENT CBO SERVICES TO THE CONGRESS

The Congressional Budget Act of 1974, as amended, mandates that CBO prepare certain reports on a regular basis and others in response to congressional requests. Specifically, CBO carries out the following tasks: Maintains current tabulations of congressional revenue and spending actions; prepares 5-year cost estimates for authorizing bills; prepares outlay estimates for bills providing new budget authority; supplies tax expenditure and revenue information; reports annually projections of new budget authority, outlays, and revenues for the coming 5 fiscal years; estimates the cost to State and local governments of carrying out or complying with Federal legislation; prepares periodic forecasts of economic trends and alternative fiscal policies; and analyzes issues that affect the Federal budget.

The provision of this information involves many different forms of work products, ranging from staff memoranda to computer tabulations, formal letter responses, published reports, and testimony before congressional committees.

The justification statement previously submitted to the committee provides detailed information on the activities of CBO during the past year. I won't bother reading them now in detail. I would be pleased to answer questions on them if you would like.

INCREASE IN ADP COSTS

Turning to the details of our request, as previously indicated, the increment over 1984 operating levels reflects needs in the three areas—ADP, personnel, and other support services. The funds for the ADP category support CBO's use of commercial time-sharing services, Government computers and microcomputers, as well as our development of systems. The fiscal year 1985 budget request for computer-related costs is \$5,435,000, an increase of \$346,000 over the anticipated fiscal year 1984 operating level. In addition, there is a \$9,000 increase for systems data and model development.

We have been able to hold our requested increase to this level because we have taken a number of steps to bring the rising costs of our essential computer work in check. Some of these steps are:

Moving our large applications to a new data base management system; increasing CBO's use of less expensive congressional computer services; expanding our use of microcomputers in lieu of time sharing; continuing CBO's use of Hill-wide contracting to reduce the overall cost to the Congress of commercial computer services; and replacing leased terminal equipment with purchased microcomputers.

The major factors contributing to the requested \$346,000 increase for ADP in fiscal year 1985 are our price increases from commercial suppliers—accounting for \$158,000 of the increase; upgrading and maintenance of existing systems—accounting for \$49,000 of the increase; and new work and expansion to allow direct committee access to selected databases—accounting for \$451,000 of the increase.

Price reductions from our largest Government supplier will offset \$312,000 of these increases.

PERSONNEL AND OTHER SUPPORT SERVICES

Again, Mr. Chairman, I underscore that this request does not seek additional staff positions. The increase of \$345,000 for personnel is a 3.7-percent increase over planned spending for fiscal year 1984. This is for merit increases and staff benefits.

The increase of \$121,000 in the category of other support services is due entirely to inflation costs averaging 5.2 percent. These activities include items such as telephone and equipment leases, utilities, printing, travel, and supplies.

The next section of my prepared remarks involves requests for new legislation, which I think are completely noncontroversial. If you want detailed explanations, we shall, of course, supply them.

In conclusion, Mr. Chairman, as I stated at the opening, CBO's fiscal year 1985 budget request provides for a continuation of our basic legislative mandated service to the Congress. We are requesting an increase of less than 5 percent over the anticipated operating level for fiscal year 1984. No increase in staff is included in this request. It is essentially a current services budget.

Thank you.

[The statement follows:]

STATEMENT OF RUDOLPH G. PENNER

Mr. Chairman and Members of the Subcommittee, I am pleased to appear before you for the first time as Director of the Congressional Budget Office (CBO) and to present the fiscal year 1985 budget request for our agency. I assumed the directorship of the CBO last September, and the subsequent months have afforded me the opportunity to review the appropriation history of the Congressional Budget Office and to plan most carefully for the fiscal year 1985 request we submit today.

As you know, CBO is an analytic organization that furnishes information and analyses on issues relating to the U.S. economy, the federal budget, and federal programs. Under the provisions of the Congressional Budget Act of 1974, our work is nonpartisan and offers no recommendations of policy.

BUDGET REQUEST

In fiscal year 1985, CBO is requesting \$17,650,000. This is an increase of 4.9 percent over our anticipated operating level for fiscal year 1984 of \$16,829,000. ^{1/} We are requesting no additional staff positions for fiscal year 1985. The number of staff positions under this request remains constant at the current authorized level of 222.

The increment of \$821,000 comprises the following items:

- o \$345,000 for personnel costs;

1. The fiscal year 1984 appropriation for CBO is \$16,300,000. We have submitted a supplemental request of \$529,000. This increment includes: \$252,000 for the costs of the January 1, 1984 cost-of-living adjustment (COLA) and \$277,000 for new expenses associated with CBO employees joining the Civil Service Retirement System.

- o \$355,000 for increased costs, upgrading and maintenance, and new work relating to our automated data processing (ADP) operations and systems;
- o \$121,000 for other administrative office services costs.

Mr. Chairman, this is a current services budget, and in preparing our request we have maintained a most prudent funding approach.

CURRENT CBO SERVICES TO THE CONGRESS

The Congressional Budget Act of 1974 as amended mandates that CBO prepare certain reports on a regular basis and others in response to Congressional requests. Specifically, CBO carries out the following tasks: maintains current tabulations of Congressional revenue and spending actions (scorekeeping); prepares five-year cost estimates for authorizing bills; prepares outlay estimates for bills providing new budget authority; supplies tax expenditure and revenue information; reports annually projections of new budget authority, outlays and revenues for the coming five fiscal years; estimates the cost to state and local governments of carrying out or complying with federal legislation; prepares periodic forecasts of economic trends and alternative fiscal policies; and analyzes issues that affect the federal budget.

The provision of this information involves many different forms of work products, ranging from staff memoranda to computer tabulations, formal letter responses, and published reports.

Scorekeeping

CBO provides the Congress with up-to-date tabulations of Congressional actions on revenue and spending bills. These tabulations are used, particularly by the Budget and Appropriations Committees, to measure the status of Congressional budget actions relative to the targets or limits specified in the concurrent resolutions on the budget.

The bulk of CBO scorekeeping activities involves spending actions. The spending side of the federal budget is complex, consisting of more than 1,000 separate accounts. Furthermore, the Congress acts each year on a large number of individual legislative bills that affect spending, including 13 appropriation bills. CBO's scorekeeping system keeps track of Congressional action on all these bills from the time they are reported from committee to when they are enacted into law. As a result, the CBO scorekeeping data base for budget authority and outlays is very large and keeping it current is a major effort.

CBO scorekeeping estimates are derived from its analysis of the President's budget, baseline budget projections, and bill cost estimates, as well as from the economic assumptions used for the concurrent budget resolution. CBO reviews its scorekeeping estimates on a comprehensive basis at least twice a year to incorporate new information provided by the Office of Management and Budget (OMB) and other federal agencies, revised economic assumptions that may be adopted by the Budget Committees, and other relevant data. Any reestimates resulting from these reviews are reviewed by the staffs of the Budget and Appropriations Committees before they are adopted as official scorekeeping estimates.

Specially designed computer scorekeeping reports are provided weekly to the Budget and Appropriations Committees. Frequent letters are also sent to the Chairmen of the two Budget Committees to advise them on current budgetary levels. Advisory letters also have been sent upon request to the Chairman of the House Appropriations Committee on the budgetary impact of individual appropriations actions, such as a supplemental appropriation bill or a continuing resolution.

The CBO automated scorekeeping data base is used to provide special computer reports to the Appropriations Committees for use in preparing their March 15 reports and in dividing budget resolution allocations among subcommittees. The data base is also used by the Budget Committees in formulating budget resolutions, particularly a second resolution.

CBO also prepares a weekly automated report on the legislative status of selected entitlement and other bills that would directly affect budgetary requirements. Similar reports provide information on the legislative status of bills affecting credit activities, bills providing required authorizations for requested appropriations, and proposed revisions of the Budget Act. Copies of these reports are provided to the staffs of the Appropriations and Budget Committees of both Houses. These automated reports originate from a request by the House Appropriations Committee.

In addition, CBO has developed a scorekeeping capability for tracking Congressional action on the federal credit budget. This separate, automated data system is used primarily by the two Budget Committees.

Analyses of the President's Budget

CBO carefully reviews the budget estimates that the Administration submits to the Congress. The purpose of these reviews is to evaluate the Administration's budget estimates and, where necessary and appropriate, to reestimate the Administration's budget estimates using different economic assumptions and CBO's estimating techniques and methods.

The economic assumptions used by the Budget Committees to formulate the annual budget resolutions typically are different from the assumptions used by the Administration in preparing the President's budget. A different set of economic assumptions may significantly alter the budgetary impact of the President's proposals. Both Budget Committees periodically ask CBO to reestimate the President's budget using different economic assumptions.

Over the past several years, CBO has developed an independent capability for estimating the impact on budget outlays of various budget proposals. To keep these techniques and methods as accurate as possible, CBO staff carefully monitor both actual spending trends as reported monthly by the Treasury and various program data series that show trends in the utilization of federal benefits and services, the growth in beneficiary populations, and other factors affecting federal spending. CBO uses these independent methods to reestimate the effect of the President's budget proposals. In recent years, these so-called "technical reestimates" have been significant.

In addition to reviewing carefully the Administration's budget estimates, CBO prepares each year an overview analysis of the President's budgetary proposals. In 1983, this publication was requested by the Senate Committee on Appropriations to assist Members and staff in preparing for overview hearings on the Administration's annual budget. The report discusses the economic outlook for the next several years and the possible

economic impact of the President's proposals, examines the major features of the President's revenue and spending proposals, and presents CBO's preliminary reestimates of the budget impact of these proposals based on alternative economic assumptions and on CBO's estimating techniques and methods. Since 1980, at the request of the two Budget Committees, CBO has also prepared a separate report providing an overview analysis of the President's proposed budget for federal credit activities.

Baseline Budget Projections

Each year, CBO prepares a new set of baseline budget projections. The projections take as their starting point the budgetary decisions made by the Congress through its most recently completed session and show what would happen to the budget if no new policy decisions were made during the next five fiscal years. These projections do not represent a forecast of future budgets, because the Congress undoubtedly will make numerous new policy decisions in response to changing national needs and economic circumstances. They do provide, however, a useful baseline or benchmark against which proposed changes in taxes or spending policies may be measured and assessed. A longer-term framework is helpful in making annual budget choices because these decisions frequently have little impact on the budget in the short run but can significantly influence relative budget priorities over a period of several years. Because the annual budget resolutions now include a credit budget component, the Budget Committees have asked CBO to develop baseline projections for federal credit activities.

CBO's budget projections capability has enabled the Congress to move more and more in the direction of multiyear budgeting. For example, the Senate Budget Committee for several years has used the CBO baseline budget projections as a starting point for formulating its recommendations for

the first budget resolution. The CBO baseline spending projections are distributed to the Senate Appropriations Committee and the authorizing committees as background information for preparing their March 15 reports to the Budget Committee. The Senate Budget Committee then uses the CBO baseline projections in its budget resolution markup materials to assess how spending and revenues should be altered in the future to meet fiscal policy goals and national needs. The House Budget Committee also uses the CBO budget projections to provide background information to House committees for the preparation of March 15 reports and to show the outyear effects of Budget Committee recommendations for the first budget resolution. Since 1982, the House Budget Committee also has used the baseline projections as a basis for formulating the first budget resolution. Both Budget Committees include three-year targets in their recommended budget resolutions.

The CBO budget projections took on added importance in 1981-1983 because they served as the baseline for computing the spending reductions to be achieved in the budget reconciliation process. In addition, CBO has made similar use of baseline budget projections in its bill cost estimates for calculating the costs or savings that would result from legislative proposals to change existing law. This is particularly important for calculating the budgetary effects of changes in various entitlement programs.

The growing use of budget projections requires CBO to maintain a large multiyear data base on a year-round basis. CBO now provides both Budget Committees with numerous sets of five-year projections of revenues and spending throughout the year, usually in the form of computer tabulations. In addition, CBO publishes annually a five-year budget projections report, usually at the beginning of each session of Congress. CBO also publishes a separate report presenting five-year projections of tax expenditures.

Bill Cost Estimates

CBO prepares cost estimates for virtually every public bill reported by legislative committees in the House or Senate that would have a budget impact. CBO also prepares numerous cost estimates at committee request for use in earlier stages of the legislative process. CBO's bill cost estimates have become an integral part of the legislative process. Committees are referring to them increasingly at every stage of bill drafting, and they are having an impact on the final outcome of legislation.

The number of such bill cost estimates prepared each year varies, depending on the amount of legislation being considered and reported by legislative committees. During the first 11 months of 1983, the number of individual cost estimates was 673, as shown in Table 1. A large part of CBO's bill costing activity in 1983 was for the House and Senate Committees receiving reconciliation instructions in the first budget resolution for 1984. These instructions involved seven House and four Senate committees in 1983.

These efforts, together with corresponding work on reconciliation proposals in 1981 and 1982 are equivalent to several hundred bill cost estimates. Because CBO's bill cost estimate tracking system has treated work on all the reconciliation proposals as if they were a few large bills, this workload is not reflected fully in the figures shown in Table 1 for 1981, 1982, and 1983.

TABLE 1. BILL COST ESTIMATES (FORMAL AND INFORMAL)

Year	1977	1978	1979	1980	1981	1982	Jan-Nov 1983
Federal Estimates	749	995	830	861	553	747	673*
State and Local Estimates	N.A.	N.A.	N.A.	N.A.	N.A.	4	573*

* Preliminary.

In addition to cost estimates for bills reported by legislative committees, the CBO also provides the Appropriations Committees with outlay estimates for all appropriation bills. These outlay estimates are prepared for each appropriation account and are transmitted to the staffs of the committees largely in the form of computer tabulations. In 1983, the CBO staff worked closely with staffs of both Appropriations Committees to implement and improve a new capability to prepare computer reports that display both budget authority and outlay data in the Comparative Statement of Budget Authority (CSBA) formats used by the Appropriations Committees.

State and Local Government Cost Estimates

The State and Local Government Cost Estimate Act (Public Law 97-108) enacted in late 1981 expanded CBO's bill costing responsibilities by requiring estimates of the cost that would be incurred by state and local governments in carrying out or complying with legislation that is reported in the House or the Senate. These cost estimates may be limited to bills that, in the judgment of CBO, are likely to result in an aggregate annual cost to state and local governments of at least \$200 million or to have exceptional fiscal consequences for a geographic region or particular level of government.

CBO's policy is to review as many bills as possible to identify their potential state and local government cost impacts. During the first 11 months of 1983, CBO prepared state and local cost estimates for 573 bills. Of these bills, CBO estimated that 76 had some potential effect on the budgets of state or local governments and 497 had none.

Two examples of CBO analyses of state and local cost impacts are:

- o Cost estimates of the Hazardous Waste Control and Enforcement Act of 1983, which amends the Solid Waste Disposal Act. CBO estimated that the amendments would result in state expenditures of \$30 million from 1984 to 1988, but would also allow state clean-up action at state-owned sites sooner and at a lower cost to states than would otherwise have occurred.
- o Cost estimates for H.R. 1510, the Immigration Reform and Control Act of 1983, which makes some major revisions and reforms to the Immigration and Nationality Act. CBO's analyses indicated that the provisions of the bill legalizing certain unauthorized aliens currently residing in the United States could have sizable effects on state and local government budgets. Additional state and local expenditures were estimated at \$281 million for fiscal year 1988.

Economic Forecasts

Each fiscal year, CBO provides the Congress with two economic forecast reports. They are issued to coincide with Congressional consideration of the concurrent resolutions on the budget.

CBO does not maintain its own macroeconomic model of the economy. Instead, we use the major commercially available econometric models (Data Resources, Inc., Wharton Associates, Chase Econometrics, Townsend-Green-span, and Evans Economics). We also rely on the advice of a distinguished panel of advisers representing a wide spectrum of economic views. The panel is supplemented from time to time with guests possessing expertise in particular areas of interest. Appendix A to this statement lists the current members of the panel.

The reports issued in February and August of 1983 focused on recent economic developments, discussed fiscal and monetary policy, forecast short-term economic trends, and detailed the federal budget outlook under these economic assumptions.

Program Analysis

Over the years CBO has responded to requests for analyses of key program issues from almost every committee of both Houses of Congress.

In fiscal year 1983, CBO completed 72 such reports. This is approximately the same number of reports completed in the previous fiscal year. The 72 reports were for 25 Congressional committees--11 of the House, 13 of the Senate, and 1 joint Congressional committee. A report was also done for the Speaker of the House. Appendix B of this statement shows the distribution of reports requested by House and Senate committees in fiscal year 1983.

The subject areas of these reports reflect the major budgetary issues before the Congress. Let me cite just a few examples of important CBO reports completed in fiscal year 1983.

In the past several years, much attention--both public and Congressional--has been drawn to the declining condition of infrastructure systems and to those systems' capacity to accommodate future economic and population growth. In April of 1983, at the request of the Senate Budget Committee, CBO completed a report that assesses the needs of seven infrastructure systems and the costs of meeting those needs. The study, Public Works Infrastructure: Policy Considerations for the 1980's, was widely recognized both in the Congress and among outside groups as a landmark analysis in public works investment. As a result of this work, several committees have asked CBO to do six other major projects in the infrastructure area. In addition, the agency testified on five occasions regarding the results of this report and other analyses undertaken pursuant to it.

In fiscal year 1983, CBO published two analyses relating to development of water resources. These studies, Efficient Investments in Water Resources: Issues and Options and Financing Policies for Federal and State Water Resources Development, were used in developing of legislation to authorize a series of new water resources development projects. The latter report, containing data on state and local funding for water resources development, was particularly valuable as the only source of such data that was available. CBO testified twice on this work and has been asked to do further work.

The dependence of the United States on foreign nonfuel minerals has caused concern about U.S. vulnerability to a disruption of these imports. In August 1983, at the request of the Senate Committee on Commerce, Science and Transportation, CBO published Strategic and Critical Nonfuel Minerals: Problems and Policy Alternatives. This paper, together with a briefing presented to the staff of the Committee, was used directly in the reauthorization of the Defense Production Act.

Various committees of the Congress made extensive use of analysis completed by our National Security and International Affairs Division. In the area of strategic nuclear forces, our interim report on the MX missile, a May 1983 report on Modernizing U.S. Strategic Offensive Forces: The Administration's Program and Alternatives, and our analysis of the strategic build-down proposals were all cited extensively during committee hearings and floor debate.

The Congress has debated whether the combination of the Administration's economic and defense policies presents serious risks of rekindling inflation and undermining economic growth and productivity. At the request of the House Committee on Armed Services, CBO published an analysis of the issues, Defense Spending and the Economy, and testified before the Committee. We are preparing an update of the report at the Committee's request and testified on the issue again in December 1983. In addition, the Chairman of the Senate Armed Services Committee used CBO's analyses during the floor debate on the military authorization bill.

In April 1983, NSIA completed an analysis of options for changing the military health care system. This study was characterized by Chairman Aspin as being "instrumental" in causing the authorizing committees to require linkage between one of the military health care systems (CHAMPUS) and the Medicare system, a linkage that could substantially reduce military health care costs.

Analysis provided by the Human Resources and Community Development Division (HRCDD) was used extensively by both House and Senate committee staffs during markup of the Medicare hospital reimbursement provisions of the Social Security Amendments of 1983. Testimony delivered on

February 14, 1983, to the Subcommittee on Health of the House Ways and Means Committee analyzed the potential effects of the Administration's proposal, which was then under consideration. Based on that testimony and CBO analyses of other options provided later, the Subcommittee made several significant changes in the proposal. As the legislation progressed, Congressional staff continued to rely extensively on CBO analyses, in the full Ways and Means Committee, in the Senate, and during the Conference. The final provisions resolved most of the difficulties that CBO had identified in the initial proposal.

During the past year, HRCDC staff completed a series of analyses of employment policy options that were used extensively by Congressional staff in developing legislative proposals. In December 1982, the division completed an unpublished paper, "Strategies for Assisting the Unemployed," which examined a wide range of countercyclical and structural employment options, as well as past federal experience. That was followed in January 1983 by testimony before the Senate Employment and Productivity Subcommittee and then by additional assistance to the staffs of several different committees and Congressional working groups developing employment policy proposals. This work was reflected in the Emergency Jobs bills, which passed in March 1983.

This year, HRCDC staff provided a series of informal products to the staff of the Senate Subcommittee on the Handicapped, for use in both authorization and appropriations deliberations. These products were diverse and included analyses of funding options, explanations of alternative measures of federal support of education for the handicapped, analyses of funding trends, and an analysis of the requirements and effects of the "special studies" section of the Education of the Handicapped Act. Considerable work was also done analyzing science and math policy initiatives for the staff of the Senate Labor and Human Resources Committee.

All CBO divisions participated in writing Reducing the Deficit: Spending and Revenue Options. This report provides a menu of options for reducing the federal deficit. CBO has issued this report each year since 1980 and the current edition will be completed in February 1984.

Other key issues addressed by CBO during fiscal year 1983 included federal farm policy, cost growth in defense weapons systems, the rapid deployment force, manpower costs associated with the proposed 600-ship navy, the Davis-Bacon Act, natural gas price decontrol, federal white collar pay, the federal buildings program, catastrophic medical expenses, Veterans Administration health care, federal subsidies for public housing, unemployment insurance, tax expenditures, and the federal income tax system.

Based on our current committee requests, we expect to complete approximately the same number of reports in fiscal year 1984. We further assume that our level of activity in fiscal year 1985 will be similar to that in previous fiscal years. CBO's program areas have remained remarkably stable in terms of staffing and funding since the inception of CBO. Through the years they have accounted for approximately one-third of CBO's staff positions and about one-fourth of the funding.

This justification includes a list of CBO reports (see Tab I). Part I of the list shows the projects in progress. Part II lists the studies completed in fiscal year 1983. The list gives the CBO divisions responsible for the report, its title, a summary of its content, the requesting Congressional committee or statutory authority, and, when applicable, the completion date.

THE FISCAL YEAR 1985 REQUEST

As I previously indicated, the increment over the 1984 operating level reflects needs in three areas: automated data processing, personnel, and other support services.

ADP

The funds for the ADP category support CBO's use of commercial timesharing services, government computers (mainly the House Information Systems), and microcomputers, as well as our development of systems. The fiscal year 1985 budget request for computer-related costs is \$5,435,000--an increase of \$346,000 over the anticipated fiscal year 1984 operating level. In addition, there is a \$9,000 increase for systems, data, and model development.

We have been able to hold our requested increase to this level because we have taken a number of steps to bring the rising costs of our essential computer work in check. Some of these steps are:

- o Moving our large applications to a new data base management system that is more efficient than the previously used timesharing;
- o Increasing CBO's use of less expensive Congressional computer services;
- o Expanding our use of microcomputers in lieu of timesharing;

- o Continuing CBO's use of "Hillwide" contracting to reduce the overall cost to the Congress of commercial computer services;
- o Replacing leased terminal equipment with purchased microcomputers which are less expensive.

The major factors contributing to the requested \$346,000 increase for ADP in fiscal year 1985 are:

- o Price increases from commercial suppliers--accounting for \$158,000 of the increase; -
- o Upgrading and maintenance of existing systems--accounting for \$49,000 of the increase;
- o New work and expansion to allow direct committee access to selected data bases--accounting for \$451,000 of the increase.

Price reductions from our largest government supplier will offset \$312,000 of these increases.

Personnel

Mr. Chairman, again I wish to underscore that this request does not seek additional staff positions. The increase of \$345,000 for personnel is a 3.7 percent increase over planned spending in fiscal year 1984. This is for merit increases and staff benefits.

My predecessor, Alice Rivlin, was on record before this committee that the Congressional Budget Office would not seek additional staff positions unless the Congress imposed on CBO new responsibilities requiring more staff. I intend to follow that policy.

Other Support Services

The increase of \$121,000 in this category is due entirely to inflation costs averaging 5.2 percent. These activities include items such as telephone and equipment leases, utilities, printing, travel, and supplies.

INTERAGENCY COORDINATION

The four Congressional support agencies—CBO, the Congressional Research Service (CRS), the Office of Technology Assessment (OTA), and the General Accounting Office (GAO)—have continuously sought to improve procedures to avoid duplication of effort, while making research and analytical expertise available to the Congress in a timely and effective manner.

Appendix C to this statement is a copy of the coordination plan submitted to both Senate and House Appropriation Committees in February 1983. A formal progress report will be submitted to each committee by March 1984.

However, I would like to take this opportunity to review several significant efforts of the past year to coordinate the work of CBO with that of the other agencies.

The House and Senate Budget Committees asked CBO and GAO to analyze the recommendations of the President's Private Sector Survey on Cost Control (PPSSCC), also known as the Grace Commission. The PPSSCC was established by Executive Order 12369 on June 30, 1982, to identify opportunities for increased efficiency and reduced costs achievable by executive action or legislation. The PPSSCC has issued more than 40 reports containing more than 2,200 recommendations for achieving cost savings in

federal activities. The joint CBO-GAO effort will focus on the major recommendations that potentially involve the largest cost savings identified by the PPSSCC. The CBO-GAO analysis, which is to be completed in February 1984, will identify the extent to which the PPSSCC recommendations are new recommendations that the Congress has not yet considered, and will estimate the possible savings that could be achieved from CBO's baseline budget projections for fiscal years 1985-1989.

All four support agencies worked together in a conference on the future of Medicare. CBO and CRS jointly planned the conference in conjunction with the staff of the House Ways and Means Committee. OTA prepared one of the major papers presented at the conference and the GAO expert on medicare served on one of the panels.

At the request of the House Public Works and Transportation Committee, OTA and CBO have undertaken complementary studies on airports. The Committee requested CBO to focus on current airport financing practices and OTA to undertake a technology assessment of airport capacity. OTA plans to incorporate parts of the CBO report into its final report.

Cooperation with other support agencies can mean not only collaboration on related efforts but also referral of requests to a more appropriate agency.

Thus, for instance, a potential CBO study on the federal role in fostering occupational health and safety was dropped when we learned that OTA already had such a study underway. The House Ways and Means Committee informally asked CBO to study the impact of the budget reductions in the Aid to Families with Dependent Children (AFDC) program on the employment of recipients. Since the proposed study was beyond CBO's capacity,

we referred the Committee staff to GAO. GAO is performing the study, with extensive technical assistance from both CBO and CRS staff.

These are just a few examples of a very broad and intensive effort by the four agencies to cooperate with each other in the interest of better serving the Congress.

NEW LEGISLATION

Mr. Chairman, CBO also asks that the Committee include two items of new legislation in the appropriation bill under present consideration: one exempting CBO from the requirement of contract advertising, the other including CBO in the provision of recent legislation covering Congressional procurement.

Exemption from Requirement of Contract Advertising

Edward F. Willett, Jr., the Law Revision Counsel for the House of Representatives, has called to our attention the fact that it is necessary to reenact an exemption for the Congressional Budget Office from the general requirement of contract advertising contained in section 5 of Title 41 of the United States Code.

By way of background, the House, the Senate, the Architect of the Capitol, the Congressional Research Service, and the Office of Technology Assessment are all exempt from the Advertising requirement. However, the Congressional Budget Act of 1974, apparently through inadvertence, did not include a similar exemption for CBO.

From its beginning in February 1975 through December of that year, CBO was funded from the Contingency Fund of the Senate and its contracts were entered into according to regulations prescribed by the Senate Committee on Rules and Administration, so the lack of a contract advertising exemption was immaterial during that period.

The first actual appropriation for CBO was in the First Supplemental Appropriation, 1976 (Public Law 94-157, December 18, 1975). That supplemental exempted CBO from section 5 of Title 41. The exemption was reenacted in the Legislative Branch Appropriation Act, 1977 (Public Law 94-440, October 1, 1976), and was incorporated at 2 USC 604 in the 1976 edition of the United States Code. It has not been reenacted since then.

The language at 2 USC 604 is straightforward: "The Congressional Budget Office shall have the authority to contract without regard to section 5 of Title 41." We were of the view that the provision was permanent law and so did not seek its subsequent reenactment. However, Mr. Willett informed us that technically the authority expired with our 1977 appropriation.

So far as we know, there is absolutely no controversy over the propriety of exempting CBO, like other legislative agencies, from the requirement to advertise for contracts, and as a matter of policy the exemption makes sense. The requirement necessarily implies a set of formal and deliberate procedures, and a willingness and capability to evaluate whatever numbers of responses are received as a result of the advertisements. The requirement is time- and resource-consuming, and to follow it will impair our ability to respond rapidly to Committee requests.

By far the largest portion of our contract expenditures is for computer time sharing, where the rates are based on published schedules negotiated by the General Services Administration or, in the case of House Information Systems computers, on direct negotiations between us and HIS. CBO contracts with Data Resources, Inc., for Hill-wide access to the econometric models of that firm; in turn, we gain access to Wharton models through a Hill-wide access contract negotiated by the General Accounting Office. We contract with the Library of Congress to maintain our financial systems and to handle the CBO payroll. None of these examples fits among the exceptions listed in section 5 of Title 41, yet in each there would be no useful purpose served in advertising for bids. We believe the same can be said for all of our contracting activity.

Therefore, we urge the Subcommittee to include a permanent contract advertising exemption in the fiscal year 1985 appropriation for CBO. Specifically, we suggest the following:

From and after October 1, 1977, the Congressional Budget Office shall have the authority to contract without regard to section 5 of Title 41.

Mr. Willett concurs in the view that such language would be permanent law, while also curing any technical objections arising out of the absence of the provision's reenactment since the CBO appropriation for 1977.

Provisions Covering Congressional Procurement

The General Services Administration (GSA) annually awards fixed-price contracts for a broad variety of equipment and services used by the Executive branch. Vendors under such contracts must agree to lower the price established with GSA if they subsequently lower it to any other user.

This feature has, in the past, been an obstacle to the Congress in securing favorable terms when procuring equipment or services covered by the GSA schedules. Section 903 of Public Law 98-63, July 30, 1983, removed this impediment by providing that special contract terms for items furnished to the Senate or the House of Representatives may not be used as the basis for modifications to vendors' GSA schedule contracts or other contracts with federal agencies. Section 903 does not literally cover items procured by the Congressional Budget Office, and so the potential savings it offers are not now available. The following language would correct this situation:

From and after the date of enactment of this section, any sale or lease of property, supplies, or services to the Congressional Budget Office shall be deemed to be a sale or lease of such property, supplies, or services to the Congress subject to Section 903 of Public Law 98-63.

Appendix D to this statement contains the text of section 903 and the Senate Committee Report on that section.

CONCLUSION

Mr. Chairman, as I stated at the opening of this justification, CBO's fiscal year 1985 budget request provides for a continuation of our basic, legislatively mandated services to the Congress. We are requesting an increase of less than 5 percent over our anticipated operating level for fiscal year 1984. No increase in staff is included in this request. It is, in effect, a current services budget.

APPENDIX A. CBO PANEL OF ECONOMIC ADVISERS

Barbara Bergman
Professor of Economics
University of Maryland

Barry P. Bosworth
Senior Fellow
The Brookings Institution

Dewey J. Daane
Frank K. Houston
Professor of Banking
Graduate School of Management
Vanderbilt University

Alan Greenspan
President
Townsend-Greenspan & Company

Douglas Greenwald
New York, New York

Walter W. Heller
Regents' Professor of Economics
University of Minnesota

Walter E. Hoadley
Bank of America

F. Thomas Juster
Program Director
Institute for Social Research
University of Michigan

Lawrence R. Klein
Benjamin Franklin Professor
of Economics
Wharton School of
Finance and Commerce

Paul W. McCracken
Edmund Ezra Day University
Professor of Business Administration
University of Michigan

Leif H. Olsen
Senior Vice-President
and Economist
First National City Bank

Rudolph Oswald, Director
AFL-CIO Research Department

Joseph A. Pechman
Stanford University
The Hoover Institution

George Perry
Senior Fellow
The Brookings Institution

Alice M. Rivlin
Director, Economic Studies
The Brookings Institution

Paul Samuelson
Department of Economics
Massachusetts Institute
of Technology

Charles Schultze
The Brookings Institution

Robert Solow
Massachusetts Institute
of Technology

Herbert Stein
Washington, D. C.

James Tobin
Sterling Professor of Economics
Yale University

Michael G. Wellman
Manager, Research Department
S.S. Kresge Corporation

**APPENDIX B. SUMMARY OF COMPLETED CBO REPORTS,
BY REQUESTOR
October 1, 1982 to September 30, 1983**

Requestor	Number of Reports
House Agriculture Committee	1
House Appropriations Committee	5
House Armed Services Committee	4
House Budget Committee	6
House Energy and Commerce Committee	5
House Foreign Affairs Committee	1
House Interior and Insular Affairs Committee	1
House Post Office and Civil Service Committee	1
House Public Works and Transportation Committee	2
House Small Business Committee	1
House Ways and Means Committee	6
Senate Agriculture, Nutrition and Forestry Committee	2
Senate Appropriations Committee	2
Senate Armed Services Committee	2
Senate Budget Committee	13
Senate Commerce, Science and Transportation Committee	1
Senate Energy and Natural Resources Committee	1
Senate Environment and Public Works Committee	4
Senate Finance Committee	5

(continued)

Requestor	Number of Reports
Senate Governmental Affairs Committee	2
Senate Labor and Human Resources Committee	3
Senate Post Office and Civil Service Committee	1
Senate Small Business Committee	1
Senate Special Committee on Aging	1
Joint Economic Committee	2
Environmental and Energy Study Conference	1
Speaker of the House	1
Mandated by Congressional Budget Act of 1974	7
	—
TOTAL	82

APPENDIX C.

COMMITTEE GENERAL OF THE UNITED STATES
WASHINGTON D.C. 20540

February 24, 1983

The Honorable Alfonse D'Amato
Chairman, Subcommittee on the
Legislative Branch
Committee on Appropriations
United States Senate

Dear Mr. Chairman:

This letter responds to the Appropriations Committee direction that the four congressional support agencies submit by March 1, 1983, a consolidated plan to ensure that duplication of work is avoided. We share your interest in trying to avoid duplication. The Committee's most recent expression of concern is in accordance with our long-standing efforts in the area.

To put the discussion of our proposed new procedures in perspective, it may be useful to review our existing liaison activities and procedures. There are numerous, ongoing daily contacts by analytical staff and the administrators of the agencies to discuss work that, while discrete in nature from that of the other agencies, deals with the same general subject area.

In addition to these frequent informal but important contacts among analysts and researchers, we have a formal, integrated coordination system which features:

- sharing of computerized lists of all major ongoing and completed projects (the Research Notification System),
- notifying and coordinating with the other support agencies before launching major new studies,
- holding periodic half-day meetings of senior analytical staff from all four agencies who work in the same subject area, and
- having regular meetings of senior agency management officials to discuss overall policy issues of mutual concern to all four agencies.

Although we believe these activities have substantially improved interagency coordination over the last several years, the following additional actions, in response to the Committee's direction, should further strengthen our efforts to prevent unnecessary duplication.

- To further focus on newly initiated major projects, at the monthly meetings of the senior agency management officials, we shall review those projects started since the last meeting to ensure that they are appropriate for the proposing agency to handle and ascertain whether work done by another agency might be useful to augment or minimize the effort.
- Analysts assigned newly initiated unusually large projects will be required to discuss the substantive work with appropriate analysts of each of the other support agencies who work in the subject area in-

volved, subject to confidentiality constraints and client approval. These discussions, under the auspices of the senior agency management officials, should further help to eliminate any possibility of ~~duplication at the most fluid and formative stages~~ of these large projects. In a more positive vein, this procedure will assure that the expertise and perspective of all the agencies can be probed and tapped in a way that can most benefit the project.

- We will increase the number of periodic half-day meetings which last year addressed defense, taxes, water reserves, and federal personnel issues. We will continue, of course, to encourage close working communications of all kinds among agency specialists and analysts, and will monitor them to make sure that our staffs are complying with these directives.
- We shall examine our project approval procedures to see if changes might be made to strengthen them.
- We shall upgrade, as necessary, our reporting systems of the day-to-day substantial contacts and meetings of analytical staff and administrators. This will enable us to better assure ourselves of the adequacy of these important informal contacts.
- We shall produce a new video training tape which will discuss the missions of the four agencies and will emphasize to staff the importance of effective liaison and avoidance of duplication of another agency's work. The tape will be used within the agencies and also in acquainting congressional staff with the different functions of the agencies.

We have taken a number of successful steps in the past to minimize the problem of possible unnecessary duplication and believe the new steps we have outlined above build on these past efforts. The potential for duplication and cooperation also needs to be considered in light of the four agencies' legislative mandates.

The agencies were established for and perform substantially different roles in support of the Congress and consequently are structured differently. Yet we have strived to work closely together, believing that extensive mutual assistance and regular exchange of information helps each agency to serve the Congress better. We appreciate the opportunity to submit this plan to the Committee and trust it is responsive to your concerns.

Charles A. Bowsher
Comptroller General
of the United States

Catherine M. Riebel
Director, Congressional
Budget Office

William H. Gandy
Director, Congressional
Research Service

John H. Gibbons
Director, Office of
Technology Assessment

APPENDIX D. SECTION 903

Public Law 98-63--July 30, 1983

Sec. 903. (a) Notwithstanding any provision to the contrary in any contract which is entered into by any person and either the Administrator of General Services or a contracting officer of any executive agency and under which such person agrees to sell or lease to the Federal Government (or any one or more entities thereof) any unit of property, supplies, or services at a specified price or under specified terms and conditions (or both), such person may sell or lease to the Congress the same type of such property, supplies, or services at a unit price or under terms and conditions (or both) which are different from those specified in such contract; and any such sale or lease of any unit or units of such property, supplies, or services to the Congress shall not be taken into account for the purpose of determining the price at which, or the terms and conditions under which, such person is obligated under such contract to sell or lease any unit of such property, supplies, or services to any entity of the Federal Government other than the Congress. For purposes of the preceding sentence, any sale or lease of property, supplies, or services to the Senate (or any office or instrumentality thereof) or to the House of Representatives (or any office or instrumentality thereof) shall be deemed to be a sale or lease of such property, supplies, or services to the Congress.

(b) The provisions of this section shall take effect with respect to sales or leases of property, supplies, or services to the Congress after the date of enactment of this section.

Senate Report No. 98-148, P. 111

Under the Federal Property and Administrative Services Act of 1949, 63 Stat. 387, as amended, the Administrator of General Services has the authority to provide for the acquisition of various types of equipment and services by Federal agencies. Pursuant to this authority, the General Services Administration annually awards fixed-price requirements type contracts, referred to generically as "schedule contracts," to multiple vendors for a broad selection of equipment and services. Federal agencies may acquire these items by issuing a purchase order (up to a specified dollar amount) against these contracts without incurring the substantial administrative costs that accompany a formal competitive procurement. Although neither the Senate nor the House of Representatives is subject to either the authorizing statutes or regulations, these contracts are available for use by Congress and are used by the Senate. As an institution, the Senate conducts a number of small acquisitions each year.

These schedule contracts contain a clause which provides that if a contractor furnishes equipment or services to a Federal organization on terms which are more attractive than are stipulated in the schedule contract, it will be considered a modification and the schedule contract adjusted to reflect the new terms. These new terms then apply to all future purchases from the schedule. This provision has proved to be a considerable obstacle to the Senate's acquisition of equipment and services in a manner consistent with the Senate's unique needs. Because of this provision, vendors have been reluctant to offer advantageous terms to the Senate, as this might well jeopardize the terms established in the GSA schedule contracts.

The proposed amendment removes this impediment by establishing that special contract terms for items furnished to the Senate or the House of Representatives may not be used as the basis for modifications to vendors' schedule contracts or other contracts with Federal agencies. In so doing, the proposed provision neither amends nor modifies existing law, but merely restates the exemption of the Congress from the provisions of the Federal Property and Administrative Services Act and resolves any conflict, whether real or only apparent, with vendors' schedule contracts, in favor of existing law. This will assure vendors that they will not be penalized for offering delivery, pricing, or other terms consistent with congressional requirements.

REQUEST FOR LEGISLATIVE LANGUAGE

Senator D'AMATO. Thank you.

You are requesting an administrative provision including CBO in congressional exemption from GSA procurement regulations and you go on to say that you are going to be saving money over costs of what you estimate that you have saved. Should other areas undertake that concept also?

Mr. PENNER. The primary reason for the provision is that, with respect to the law that requires the same price to be charged by various contractors to particular demanders in the Congress, we think we can bargain for a better deal if contractors don't have to give everybody the same deal they give us. So I think it is a somewhat special circumstance in that it involves mainly people who provide time-sharing computer services to us.

Perhaps Bob Harris would like to expand on that point, somewhat in terms of the legality of it, and my General Counsel Alfred Fitt may like to expand on it a bit, too.

Bob.

Mr. HARRIS. Mr. Chairman, this provision was provided by the Senate Appropriations Committee last year to many of the people or organizations within the Senate side. We didn't see ourselves specifically included in that provision and the reason for the request is to include us. Together with the Senate Rules Committee, we have worked over the years with the econometric firms and computer time-sharing firms to try to negotiate better pricing for all of the Hill users. We traditionally get the answer back that we would like to give you better pricing but, if we do that, we have a much larger universe in the rest of the Government and we dare not give you that price for fear that we will have to give it to everybody.

DIRECT COMMITTEE ACCESS TO DATABASES

Senator D'AMATO. Would you elaborate on the \$451,000 increase for new work and expansion to allow direct committee access to selected databases? What new work is planned?

Mr. PENNER. Again let me turn to Bob Harris who has been working on the details of changing our systems so that they can be accessed by committee staff.

Mr. HARRIS. A couple of years ago the Congressional Budget Office leased a software package of a database management system which now resides in the House computer system. This particular application allows full screen capabilities. We are no longer using the time-sharing for many of our large applications, and we hope that by the end of this calendar year we will have both our 5-year projections and our score-keeping applications on this system. This then would permit working the Senate Rules and the Senate Computer Center, along with the House Computer Center. It would permit direct access by the Budget and Appropriations Committees primarily, if they should so desire to be able to get in and actually get subsets of the data—committee jurisdictional data and so forth. We think it would be a lot more efficient.

Within CBO in the fiscal year 1982, we produced over five and a quarter million pages of computer printouts relating to the budget. In 1983 that number dropped by almost 33 percent, due in large part to using this new technology.

Senator D'AMATO. What committees presently enjoy direct access to any of your databases?

Mr. HARRIS. The only committee at this time under a pilot test basis is the House Budget Committee. We have a pilot going on there with terminals set up in their facilities to test that.

Senator D'AMATO. Do you think it might be appropriate for other committees to have that?

Mr. HARRIS. We are currently working with both Appropriations Committees. We have provided to the Senate Appropriations Committee within the last few weeks an IBM microcomputer to facilitate the testing of that facility so that they will be able to download data from our computer databases into such a device.

Senator D'AMATO. When do you see us getting access to that database?

Mr. HARRIS. I would say within the next 6 to 12 months with the refinement processes. It is a little bit more difficult on the Senate side because we have to establish this pipeline between the House Computer Center and the Senate Computer Center.

Mr. PENNER. I think, Senator, it should make us more productive because it will reduce the need for always going through our staff for requests and obviously save staff time in that way.

Senator D'AMATO. And make us more productive, too, maybe. I won't be reading all the reports coming out of the House Budget side, huh? Do you know what I am saying?

Mr. HARRIS. Yes, sir.

Senator D'AMATO. I don't like to do that. I think we should have some access. I don't know what Senator Bumpers feels about that; there is the House and there is the Senate. Sometimes I think there is only the House.

Mr. HARRIS. We don't feel that way.

Senator D'AMATO. I know you don't feel that way, but I have watched this pretty carefully and I could show you some of the newspaper clippings about which I get a little upset.

You might want to make some Senate releases of CBO for the studies.

Mr. HARRIS. All right.

INTERAGENCY AGREEMENTS

Senator D'AMATO. One-third of your request for interagency agreements is \$263,000. What is your total fiscal year 1984 funding for this activity and what necessitates this increase?

Mr. PENNER. I am sorry. What was your question?

Senator D'AMATO. You interagency agreements, you have a request for \$263,000.

Mr. PENNER. Charlie, do you want to handle that?

Senator BUMPERS. Is that the interagency agreements with both TAM and congressional services or something else?

Mr. HARRIS. If I might, Mr. Chairman—

Mr. PENNER. No, ADP.

Mr. HARRIS. That is primarily the data processing that we are transferring from commercial time sharing to the Hill computer center.

Mr. PENNER. It is the HIS system that we are using more and more intensively as a substitute for outside commercial contractors.

Senator D'AMATO. So what you are saying is that you are going to spend \$263,000 more and you are going to be eliminating outside contractors?

Mr. PENNER. Not eliminating them all together.

Mr. HARRIS. Reducing.

Mr. PENNER. Reducing considerably.

Senator D'AMATO. Will that be an offset?

Mr. PENNER. To some degree. There is some price increase from the outside providers as well, but the total amount spent on outside providers is going down.

Mr. HARRIS. The total increase on the commercial side is somewhat less than \$100,000 and we have a \$158,000 price increase within that, so there is a real decrease, if you will.

Senator D'AMATO. I have some other questions for the record but I am going to turn this over to Senator Bumpers now if he has any questions.

ANALYSIS OF THE GRACE COMMISSION REPORT

Senator BUMPERS. Has CBO completed its analysis of the Grace Commission Report?

Mr. PENNER. Yes, we have, Senator.

Senator BUMPERS. How many man-hours was involved in that report?

Mr. PENNER. A lot, sir. A lot of hours, and I am afraid many of them in the middle of the night as well.

Jim Blum, do you have any estimate of the total?

It is very hard to say.

Senator BUMPERS. I am not suggesting you start keeping those records because that would be an additional burden on you. I am just curious as to how much time it took to prepare the report.

Mr. BLUM. We worked on the analysis over a 4-month period, but that 4-month period coincided with the work that we also did on all of our other major reports, on the economic forecast, the baseline 5-year budget projections, the report on reducing the deficit, the analysis of the President's budget, and the like. I have not made a list of the actual hours spent, but it did involve a very large number of people at the Congressional Budget Office.

Mr. PENNER. And it should be pointed out, Senator, of course, it is a joint study with GAO, so they contributed a lot of personnel effort to it, too.

INTERAGENCY COORDINATION

Senator BUMPERS. That brings me to my next question. How do you coordinate your activities? What if one Congressman has asked GAO to do a study on something and maybe a committee asked you for a similar study. Do we know what Peter and Paul are doing?

Mr. PENNER. We have developed a rather elaborate mechanism to guard against duplication. There is an interagency group, and our representative to that group is Carol DeSilvio, who is sitting at the end of the table there. That group gets together on a regular basis. We have all laid down a set of rules whereby if any one of our agencies has been asked to do a study, the analysts involved have to call up all the other agencies just to find out what is going on there. In that way, I think we have fairly successfully avoided any problems.

Anything you would like to add to that, Carol?

Ms. DESILVIO. In addition, there is a computerized database system which is circulated in all four agencies that lists the projects that are ongoing in the other agencies or that have been completed within the past 6 months.

The interagency group that Dr. Penner referred to actually reviews once every 4 to 6 weeks the projects that are being initiated by the four agencies again in an effort to spot any potential duplication. It is really a multitiered system. We are not relying on one thing. We require these telephone calls. We have the computerized database. We have this management group that is reviewing the projects. I think we have been quite successful, especially in the past year.

Senator BUMPERS. By law, to whom are you required to respond to when a request is made for a study?

Mr. PENNER. According to the policies that have been worked out, we are required to respond to the chairmen and the ranking minority mem-

ber of the full committees, the chairmen of subcommittees, but not the ranking minority member.

Senator BUMPERS. How about the majority leader in each House?

Mr. PENNER. Yes. As I was just going to say, the leadership of the House, both the majority and the minority.

CONCLUSIONS OF THE CBO/GAO ANALYSIS OF THE GRACE COMMISSION REPORT

Senator BUMPERS. Can you summarize what you concluded from this report? I have not had a chance to look at it. Just a capsule.

Mr. PENNER. I think there are two important points to make about that report. I think the press accounts of the Grace Commission Reports have misled the public into believing that it was entirely about management and efficiency and that there was this enormous dollar sum, over \$400 billion, that could be saved over 3 years if you engaged in these efficiency reforms. In fact, the report, as it quite candidly admits, goes far beyond management issues. The big savings that it is advocating are really fundamental policy changes, extraordinary policy changes. Using the Commission's estimates, we calculate that about 60 percent of the savings would be achieved through policy changes.

For example, in medicare, they would just cap the program at the rate of growth of GNP when it is now growing at about 12 percent a year. That would require an enormous increase probably in the contributions of the recipients. So it is a fundamental policy change. Similarly in retirement—military retirement and civil service retirement—they would really change the programs quite dramatically.

The second important point to make is that there are \$400-some billion which they always describe as referring to a 3-year period. It does not necessarily refer to the next 3 budget years. It is a complicated concept. I don't know why they used it really. It is sort of any 3-year period in which the saving from this proposal reaches some kind of equilibrium. So in the retirement accounts, for example, that might be in the 21st century somewhere.

Senator D'AMATO. A little sleight of hand, isn't it?

Mr. PENNER. Well, I don't know why they reached for big numbers like that.

For those recommendations that we could develop our own savings estimates, we calculated savings for the next 3 fiscal years only one-third the magnitude implied by the Commission's 3-year estimates. For those recommendations that we could evaluate, our estimates for the budget's sake were slightly under \$100 billion.

But even that figure brings out some flaws in the way we account in the budget. For example, over \$40 billion of that was simply related with their proposal to convert all direct loans into guarantees so that is not a real long-term savings. Sure, you stop big outlays in the short run, but then you lose all the retainments in the long run.

None of this is meant to be judgmental on the merits of the decisions; GAO did note their views on some of them. We think there are a lot of things there that should be looked at quite carefully. Indeed we

may have even misinterpreted a lot of the recommendations for better management because we didn't feel we had enough information to evaluate them. Some people have interpreted us, therefore, as saying those recommendations are no good. We didn't mean to imply that at all.

We think it is good to look at inventory management in the Pentagon, for example. We just don't feel secure in telling you how many dollars that would be saved in a particular year, because we just don't know. Again it does not mean that you should not look at that recommendation.

Senator BUMPERS. Thank you, Dr. Penner.

SUBMITTED QUESTIONS

Senator D'AMATO. Doctor, I have no further questions at this time. I am going to submit some for the record for you to reply.

Mr. PENNER. We would be pleased to answer them, sir.

Senator D'AMATO. Thank you very much.

Mr. PENNER. Thank you.

[The following questions were not asked at the hearing but were submitted for response for the record:]

QUESTIONS SUBMITTED BY SENATOR D'AMATO

Question: Dr. Penner, as an administrator and an economist, you are in a unique position for discussing the allocation of resources and the management of limited resources. CBO historically has had both a policy analysis and a budget analysis focus.

Could you please tell the Subcommittee how you view those two activities--budget and policy analysis--as they relate to the overall duties and functions of CBO. Is there an appropriate allocation of the resources between these two activities? Do you need more or less in certain areas? How do the various divisions of policy and budget analysis interact?

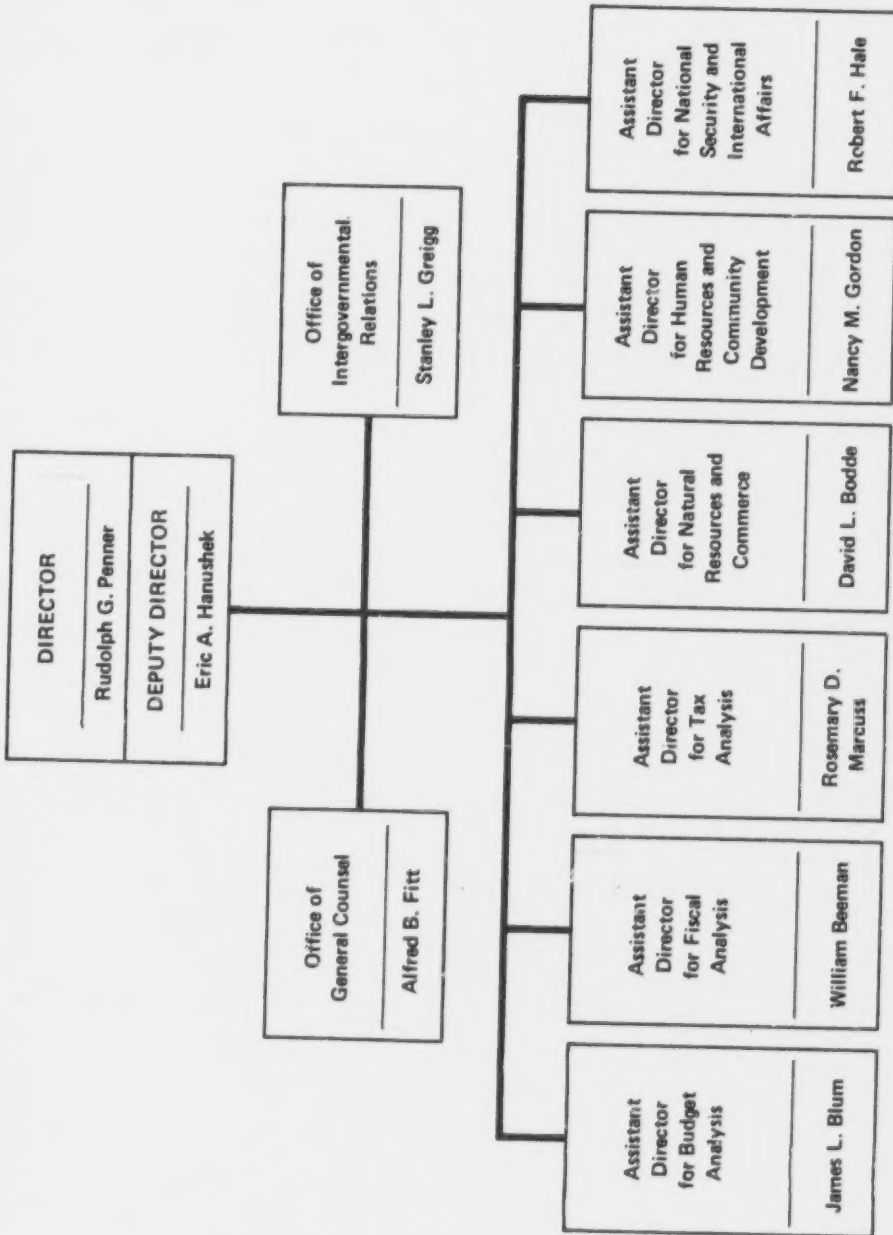
Answer: In organizing CBO and in allocating its resources, two criteria have been used. CBO must be organized so that it can, first, produce the diverse work products demanded by the enabling legislation, and second, be responsive to the demands of the Committees it must serve. Figure 1 shows CBO's organizational structure.

The Budget Analysis Division prepares the various types of bill cost estimates and spending projections called for in the act, prepares an annual overview of the President's budget, and maintains the scorekeeping system. The Tax Analysis Division has similar responsibilities for the preparation of tax revenue, receipt, and expenditure estimates, as well as scorekeeping for tax legislation. The Fiscal Analysis Division is responsible for preparing economic forecasts and assumptions that are used for all CBO budget estimates and projections, bill cost estimates, and issue analyses. The work of these divisions supports primarily the needs of the House and Senate Budget and Appropriations Committees for accessible, comprehensible budget and economic information.

The remaining four divisions--Natural Resources and Commerce, National Security and International Affairs, Human Resources and Community Development, and the General Government Unit of the Office of Intergovernmental Relations--analyze the likely costs and effects of alternative legislative approaches to budget issues. These program divisions provide key support, often early in the legislative process, to the budget and the authorizing committees.

While the Budget Act defined which services CBO should provide for the Congress, only some experience with the budget process could show what the relative demand for these services would be. Thus, while the basic organizational structure of CBO has remained constant since 1975, the resources given to each division have shifted as Congressional need for services has developed or changed. Table 1 shows the staff assigned to each division since 1976.

Although our divisions have different functions, they do not act independently of one another. The economic assumptions developed by the Fiscal Analysis Division serve as the basis for our cost estimating, projections, and issue analysis. The budget numbers developed by Budget Analysis are often dependent on the studies done in the program divisions. Finally, all numbers developed



in connection with analytical studies are reviewed by the cost analysts in Budget Analysis. This crosswalk among our divisions is absolutely essential to our ability to provide accurate cost estimates and comprehensive analyses of alternative legislative strategies.

The interdependence of our organization is best exemplified by CBO's annual report on reducing the federal deficit, which has been prepared each year since 1980. This report describes several broad strategies that could be used to reduce the federal deficit, and analyzes numerous specific spending and tax options for implementing those strategies. For each option, it presents estimates of the outlay savings or revenue increases relative to CBO's baseline projections. The Fiscal Analysis Division prepared the economic assumptions used in the report. The Budget Analysis Division prepared the baseline projections on the basis of these economic assumptions. The program divisions were responsible for developing the strategies and options. The cost analysts in Budget Analysis provided the savings estimates associated with each option. The Tax Analysis Division provided the analysis of revenue increases. I believe we have a healthy balance of resources for the tasks we face. I cannot overemphasize the solid internal crosswalk demonstrated time and time again in being responsive to the needs of the Congress.

Question: To pursue Senator Bumpers' question on CBO's analysis of the Grace Commission report, the Annual Report, and the analysis of the President's 1985 budget, can you explain how responsibilities for completing the reports were divided between the policy analysis and budget analysis groups?

Answer: All CBO divisions were involved to some extent in preparing these five major reports. However, the various responsibilities can be identified as follows:

- o The Economic Outlook, CBO Annual Report--Part I: This report was prepared primarily by the Fiscal Analysis Division (FAD). The Budget Analysis (BAD) and Tax Analysis (TAD) Divisions supplied the projections of spending and revenues. The Natural Resources and Commerce Division (NRCD) was instrumental in developing the projections for the prices of energy and food; the National Security and International Affairs Division (NSIA) in assessing the effects of defense spending on the economy; and the Human Resources and Community Development Division (HRCD) in reviewing the data on unemployment and other aspects of the forecast.
- o Baseline Budget Projections for Fiscal Years 1985-1989, CBO Annual Report--Part II: This report was prepared primarily by the Budget Analysis and Tax Analysis Divisions, using the economic assumptions prepared by the Fiscal Analysis Division.
- o Reducing the Deficit: Spending and Revenue Options, CBO Annual Report--Part III: This report was prepared primarily by the three program divisions (NRCD, NSIA, and HRCD) and the Tax Analysis Division. The cost-estimating units of the Budget Analysis provided many of the savings estimates for the spending options.

- o An Analysis of the President's Budgetary Proposals for Fiscal Year 1985: This report was prepared by the Budget Analysis, Fiscal Analysis, and Tax Analysis Divisions.
- o Analysis of the Grace Commission's Major Proposals for Cost Control: This report was prepared jointly with GAO. Within CBO, all staff contributed, with primary responsibility given to the Budget Analysis and Tax Analysis Divisions and the General Government Program Analysis Unit of CBO's Office of Intergovernmental Relations. Staff from the three program analysis divisions (NSIA, NRCB, and HRCB) contributed to the introductory chapters and wrote several of the analyses of specific commission recommendations.

In short, each year CBO's major reports are the result of a collaborative effort, with all divisions contributing. The preparation of these reports in the short time available is possible only because of the crosswalk of effort and expertise among all parts of CBO.

Question: Producing cost estimates for bills must occupy a tremendous amount of staff resources. The Budget Act specifies in Section 403 that CBO shall prepare a cost estimate for each bill reported by any committee. It is my impression that CBO must do a lot of cost estimates for proposed bills, introduced bills, and just ideas for bills, that never become reported bills. Is there a priority system for bill costing at CBO? Could you please describe how that priority system is managed or is it done at the individual staff level? Has the Congress overextended its authority in requesting cost estimates for the CBO?

Answer: Your impression is correct. We do prepare a number of cost estimates each year for bills that are never reported from committee. We do these at the request of the committee chairman or ranking minority member or a subcommittee chairman. So far, the number of requests for these bill cost estimates is not unmanageable. Last year, we prepared nearly 700 bill cost estimates, of which about 500 were for reported bills. The other estimates were for bills that were not reported from committee for one reason or another.

Our only priority system is to give priority to reported bills. Otherwise, we do the best we can to meet the time requirements of the requesting committees or subcommittees.

I don't believe the Congress has overextended its authority in requesting cost estimates from the CBO. I think this is one of the most important functions that CBO performs. Our workload has fluctuated somewhat over the years, but this is related more to the level of Congressional legislative activity each year rather than to the number of requests for cost estimates for bills that are not reported from committee.

Question: When I look at Section 202 of the Budget Act, which defines the duties and functions of the CBO, three Senate committees seem to have priority on CBO's resources, these being

(1) the Appropriations Committee, (2) the Budget Committee, and (3) the Finance Committee. Other committees and individual members may receive assistance to the extent that information has already been made available to the three Committees I've mentioned. My sense is that we've strayed a long way from this statutory language. Would you care to comment on my observation?

Answer: The Congressional Budget Act of 1974 at Section 202 (a)-(c) established a precise hierarchy for making claims on Congressional Budget Office resources:

- 1) The two Budget Committees rank first. CBO has a duty to provide them with defined classes of information, plus any related information they may request.
- 2) The two Appropriations Committees, the House Ways and Means Committee and the Senate Finance Committee all have an equal claim on CBO after the Budget Committees. CBO has a duty to provide each of the four committees, on its request, "any information which will assist it in the discharge of matters within its jurisdiction."
- 3) All other committees and joint committees, on request, are entitled to receive information compiled by CBO in providing the defined classes of information to the Budget Committees, plus, to the extent practicable, "such additional information related to the foregoing as may be requested."
- 4) Members are entitled to receive information compiled for the Budget Committees plus, to the extent available, "such additional information related to the foregoing as may be requested."

The Conference Report on the Budget Act contained the following relevant comments:

The managers believe that the functioning of the Budget Committees is so essential to the congressional process that their work must command first claim on the time and resources of the Budget Office...Very high priority must be accorded those other standing committees whose work and jurisdiction are most closely related to the budget process (naming the four committees mentioned above.)

The managers expect that the Budget Office will furnish information to any other committee...The managers understand that all standing committees will be involved in the congressional budget process, and they therefore anticipate that necessary assistance must be forthcoming from the Budget Office...

On request, Members shall be supplied certain information previously prepared for the Budget, Appropriations and tax committees with respect to budget matters and any available, related information...

The statutory language did not define what constituted a "committee request." The two Budget Committees in February 1976

agreed that a signed request by the chairman or ranking member of a committee, or by the chairman of a subcommittee (task force in the case of the Budget Committees) would constitute a "committee request."

Over the years it has also become the practice of CBO to respond to leadership requests, namely, from the Speaker, the President pro tem of the Senate, and the majority and minority leaders in both bodies.

A CBO duty not mentioned in the question is that of providing five-year cost estimates for carrying out public bills reported from committee (other than from an appropriations committee). Almost from the beginning in 1975 it was apparent that such information had greater utility long before a bill was reported from committee. Consequently, CBO routinely provides requested bill cost estimates at the subcommittee level, to include alternatives the subcommittee may have under consideration.

Question: Your publications are for sale by the Superintendent of Documents. Can you provide us with an accounting of the sales of your publications, with the number sold and the resulting receipts to GPO? How does the number sold compare to the number distributed free of charge?

Answer: The Congressional Budget Office has published 360 publications since we were established in 1975. In fiscal year 1983, the Superintendent of Documents listed 55 of these publications for sale. It sold a total of 5,484 copies with receipts to GPO amounting to \$29,774.50.

During fiscal year 1983, CBO distributed about 185,000 copies of our publications. Approximately 170,000 of these were copies of the 38 new reports released during that fiscal year; the other 15,000 were copies of earlier reports. CBO distributes copies of all our reports to each Member of Congress. We send bulk copies to the two Budget Committees, the requesting Committee, the Office of Management and Budget, the General Accounting Office, the Congressional Research Service, and other relevant committees and agencies. We also fulfill requests for additional copies from Congressional offices as well as from other institutions and individuals.

OFFICE OF TECHNOLOGY ASSESSMENT

STATEMENT OF JOHN H. GIBBONS, DIRECTOR

PREPARED STATEMENT

Senator D'AMATO. Mr. Gibbons. Good morning.

Mr. GIBBONS. Good morning, Senator.

Senator D'AMATO. Good to see you.

Mr. GIBBONS. Thank you.

Senator D'AMATO. I just note for the record that Congressman Udall will be submitting a statement for the record. He was supposed to be here but conflicts prevented him from being here.

At this time we will proceed to put his statement in the record.

[The statement follows:]

STATEMENT OF CONGRESSMAN MORRIS K. UDALL, CHAIRMAN, CONGRESSIONAL BOARD

Mr. Chairman, it is a pleasure to appear before your committee today in support of OTA's appropriation request. As members of the Board who serve both parties on either side of the Capitol, we are proud to be associated with OTA's professional, non-partisan staff, who continue to provide us with their reliable, objective, quality analyses.

OTA's appropriations request of \$16 million is a necessary investment in the quest to keep up with the accelerated technological growth of today's world. In the period of one decade, OTA has proved itself to be an influential organization in an international network of technical, social, and economic forces tied to a high-technology information economy.

The Office of Technology Assessment offers a record of accomplishments that demonstrates its unique ability to aid the Congress in developing broad policy options. It enables us to comprehend the new and increasingly complex advances in technology. Let me provide you with a few examples:

This past year, the Office of Technology Assessment released a comprehensive study disputing the accuracy of polygraph examinations. OTA found that, based on a review of scientific research, results were erroneous in up to 65 percent of tested cases. OTA's assessment in an area such as this can help to save time and money in what might ultimately prove to be a futile and misdirected effort on the part of the Federal Government.

The Office of Technology Assessment has also recognized and studied the agricultural water needs of arid and semiarid regions in the Western United States. The OTA study recommends that Congress establish new programs to protect the region's water resources and to develop and promote technologies for dryland and range agriculture. This, in turn, would provide new economic opportunities where traditional irrigation is threatened.

Explosive new developments in computer and communication technologies have created an information revolution profoundly affecting American education and training. OTA's recent report, "Informational Technology and Its Impact on American Education," describes the new demands for instructional services and identifies new opportunities for the improvement and delivery of these services.

In addition, OTA's contributions to the areas of biological technologies, automation, and microelectronics enable the United States to effectively compete in worldwide technology markets, and soon may help the United States to emerge as a front runner in such markets.

The Office of Technology Assessment, we are proud to say, has proved its worth to its initial critics, and it has more than gratified those of us who nurtured the agency through its early years. Annual increases in demands for case studies, technical information, and formal assessments are reflected in the increased volume of testimony, briefings, and informal memoranda submitted before OTA this past year, attesting to the value of this agency's continued work. The Office's justification of estimates, submitted before your committee details this voluminous testimony.

Mr. Chairman, I ask you and your subcommittee to give favorable consideration to OTA's fiscal year 1985 budget in order to perform at the current levels of demand. I am confident that we will continue, as we have in the past, to receive in return a quality of satisfaction far in excess of our investment.

SUMMARY OF STATEMENT

Senator D'AMATO. We will now hear Mr. Gibbons, Director of the Office of Technology Assessment.

Mr. GIBBONS. Thank you, Mr. Chairman. Good morning.

I have submitted my complete statement for the record. I think my written testimony explains fairly well how the Office works and what it was created to do, and provides specific glimpses of some of the analyses that we carried out in 1983 and are in the process of carrying out. So I would go directly to the subject of our budget. Also, I believe we covered some of this information last year when I first testified before you.

BUDGET REQUEST

We are requesting a fiscal year 1985 budget of \$16 million. This is the same number that we submitted to you last year in the revised request you asked us to submit.

ADDITIONAL POSITIONS

Our request also includes six additional senior analytical positions that were requested but not authorized last year, and they are summarized in the first attachment to my written testimony. As you recall, the Senate markup last year for fiscal year 1984 was \$15.8 million and 15 additional positions. Nine of those fifteen positions were granted last year, and our request this year is for the other six.

These additional slots will materially aid the Office in providing better and, I believe, more timely assistance to Congress. They will also enable us to improve on our ability to retain an institutional memory on some of the analytical work that we do. With such a small staff, as we tackle new projects we find that we are subcritical in terms of having people who remember well and are able to access prior work in response to follow-on interests. As you know, many of our projects, once completed and delivered to Congress, continue to be of considerable interest to Congress while the issues are still being resolved.

INSTITUTIONAL MEMORY AND PRODUCTIVITY

I think the personnel increases that include those that I bring before you today should bring OTA to a level of what I call critical mass, or mature operation, at 145 permanent staff positions. With the assistance of my Board, its judgment on requests for assessments, this staff level

should allow OTA to carry out a reasonable number of new assessments and also retain an institutional memory. If we assume that there are no additional mandates for OTA to undertake work but rather that we continue to use the request process that we have been using through the years, in which my Board considers requests and helps me use most productively the funds provided, then OTA should be able to work effectively at this level of staffing for the foreseeable future.

Mr. Chairman, I am prepared this morning to give you a few examples of things that we have been doing in the past year. However, I am not sure about the time we have available. I might mention just one or two very quickly for you.

IMPACT OF OTA STUDIES

In thinking about the things that have happened in the past year with direct impact on congressional decisions, I note that the cost of our work at OTA can be disproportionately small compared to its impact. I would cite one example to you, and there are a number of additional examples listed in my written testimony.

ENERGY INVESTMENT TAX CREDITS

We have worked on the study of how energy is used in industry and how industry responds to Federal incentives for increased efficiency of use. We examined the energy investment tax credit that was created to try to spur industry to modernize plants in a way that would use energy more efficiently, and we found, somewhat to our surprise, that this tax credit was having no significant effect on the reordering of industrial investment priorities. The tax measure has now been rescinded, and the result will be an additional \$500 million of tax revenue that will again accrue to the U.S. Treasury. That tax measure was an interesting experiment, but we found it was not worth the loss of revenue.

I cite others in my written testimony, but this is an example of where we tried to look very dispassionately at how well some things were working, and the report goes into those developments. In other instances our contribution has been more to resolve uncertainty over conflicting claims that are laid before the committees, many of them highly technical, and out of that to try to help provide some policy options for Congress as well as an explanation as to why knowledgeable people disagree so strongly on some of these issues.

ACID RAIN

As you know very well, acid rain continues to be a very hotly debated issue before the Congress, and we are still involved in that project as we were last year when I came to you. We have found that the expertise we have developed, the techniques we have been able to put in place to analyze the efficacy of different proposals, is being used both in the House and in the Senate by both the majority and minority staffs and Members to try to zero in and to search out some way to deal with that issue.

BIOTECHNOLOGY

In another area, we were able to help Congress gain an early and critical appraisal of a new and important technology for the American economic system, and that has to do with biotechnology, the whole area of cells and molecules. In this work we did an international analysis of the commercialization of biotechnology, what its implications are for the American economy, what the other folks are doing overseas, especially in Japan and in Europe, and the relative role of the Federal Government in that process of helping sustain the development of biotechnology in the United States and in helping the United States maintain its lead. So in a sense, that project constitutes prospective advice to Congress about a rapidly moving process in technology, and we try to keep Congress apprised of what is happening.

INTERNATIONAL COMPETITIVENESS

There are other areas in international competitiveness that we have been working on. We finished just a couple of months ago a major study on international competitiveness in electronics which consists of a careful look at the United States and Japan and the role of public policy as well as the private-sector activities in creating and maintaining U.S. competitiveness around the world.

We have been working on things like the proposed space station and civilian space cooperation and competition. We have been continuing our work in the area of energy, especially the degree to which the United States can work toward energy independence by being smart about how it makes use of developments in both supply and efficiency of use.

TECHNOLOGY AND HEALTH CARE COSTS

Finally, we have been spending a lot of time in the area of health care, not only the costs and the means for financing but also in the technologies that feed that process and are affected by Federal policies. One of my jobs this past year has been to appoint the Prospective Payment Assessment Commission which will provide information both to the Secretary of HHS and to the Congress on the whole question of diagnosis related groups which as you know is a prospective rather than retrospective way to try to handle health care costs, an effort to provide good health care, but also to contain the rapidly escalating costs involved.

Mr. Chairman, I will skip the other examples that I provide for you in my written statement. I would also be pleased to speak with you about the things we anticipate doing in the coming year. I would close my comments at this point. I would be happy to answer any questions that you may have.

[The statement follows:]

STATEMENT OF JOHN H. GIBBONS

Background

OTA's job is to provide Congress with objective analyses of the emerging, difficult, and highly complex scientific and technological issues. By exploring these issues, OTA helps Congress resolve uncertainties and conflicting claims, and identify and clarify Federal policy options. OTA performs analyses of diverse technologies, including issues of national security, technology transfer, international trade and employment, space, health and safety, energy, agriculture and renewable resources, material resources, nuclear and non-nuclear wastes, air and water quality, biotechnology, and telecommunications and related computer technologies.

OTA's staff is expert in a wide variety of disciplines, permitting analysis not only of technologies but also their associated social, economic, and environmental impacts. To ensure that the broadest cross section of national wisdom is reflected in its work, OTA also draws on a base of expertise and viewpoints from inside and outside government.

A bipartisan, bicameral Congressional Technology Assessment Board governs OTA. By law, OTA's Board can authorize new assessments in response to requests by Committees, upon recommendation of the Director, or on its own initiative. Almost all of OTA's recent assessments were requested by one or more House or Senate Committees. (These are listed in OTA's Justification of Estimates, pp. 99 to 118.)

Throughout the course of an assessment, OTA's Board, the Appropriations and Oversight Committees, requesting Committee Members, and other Members who have expressed specific interest in an ongoing assessment are kept abreast of its status. As assessments are completed, their results are fully conveyed to the requesting and supporting committees; summaries are simultaneously provided to all Members, who may, upon request, also receive copies of the full reports. OTA also provides Committees with a variety of analytical assistance drawn from past and ongoing assessments, such as briefings, testimony, staff memoranda, technical memoranda, and background papers.

The spectrum of OTA's work is remarkably wide. Assessments normally are assigned to one of nine OTA Programs, which are organized to reflect major issue areas. This organizational structure promotes effective management, while maintaining the institutional memory necessary to be responsive to technical questions from Congressional Committees and staff. OTA's carefully formulated advisory panel reviews and analytical procedures, combined with continuous interaction with peers within and outside government, enable OTA to gather and synthesize in its reports the national wisdom available on a given subject.

Relation of Work to Legislative Activities

OTA helps identify and clarify options; exposes unproductive, misleading, and incorrect information; and helps raise the level of understanding about expensive, complex, and controversial technical issues. OTA does not promote or discourage development, application, or regulation of any particular technology, but helps determine whether or when it may make sense to have some form of Federal government participation. The following summarizes some activities during fiscal years 1983 and 1984 that illustrate the link between OTA's work and Congressional decisions:

1. The Industrial Energy Use report showed that the Energy Investment Tax Credit was having no significant effect in reordering investment priorities in energy conservation. This tax expenditure was rescinded, and the result will be an additional \$500 million in federal tax revenues annually.
2. Managing Commercial High-Level Radioactive Waste - The Nuclear Waste Policy Act (P.L. 97-425) incorporates several important provisions that were suggested by OTA's analysis. One such provision, a trust fund financed by fees on nuclear electricity, reduces Treasury outlays for the balance of the century by several hundred million dollars per year compared to the alternative of funding from general taxes. Also, OTA's work was cited by the U.S. Supreme Court in a 1983 decision.

3. Technologies and Management Strategies for Hazardous Waste Control - Assisted Congress in reaching agreement on changes in the Resource Conservation Recovery Act.
4. Quality and Relevance of Research at the Gorgas Memorial Laboratory - This technical memorandum resulted in the restoration of funding for the Gorgas Memorial Laboratory in the FY 1984 Department of Health and Human Services budget.
5. Acid Rain and Transported Air Pollutants: Implications for Public Policy - To assist Clean Air Act deliberations, this assessment produced 18 interim products prepared for both the House and the Senate. These included several bill analyses and special responses in the areas of control costs and ecological effects. The staff has conducted numerous briefings and testified three times on different parts of the assessment.
6. Technology and East-West Trade Update - Debate is still going on regarding renewal of the Export Administration Act. The OTA report helped the Senate Banking Committee to resolve widely divergent views of Committee Members.
7. Informational Technology and Its Impact on American Education - During the 97th Congress, over 26 pieces of legislation were introduced into Congress having to do with the changing skills and requirements of an information society. The OTA report provides an overview of the issues that are raised by all of them. As such, it has supplemented the debate on a number of pieces of legislation and has been cited and referred to in a number of instances.
8. U.S. Natural Gas Availability: Conventional Gas Supply Through the Year 2000 - This technical memorandum provides a clear definition of the geological and technical uncertainty about domestic natural gas production and reserves; defines the boundaries of the debate over

natural gas pricing; and analyzes the implications of full decontrol on gas resources.

9. U.S. Passenger Rail Technologies - Interest in the introduction of high-speed rail and mag-lev corridors is resurfacing in a number of regions. This study gives Congress early notice of the possibilities for Federal involvement and likely outcomes of that involvement should high-speed rail be introduced in the United States.

10. Information Content of Premanufacture Notices - OTA's analysis provided the first quantitative information about the Environmental Protection Agency's new chemical program. The study results have been used by various parties to the debate about the new chemicals program. Also, according to sources at EPA, the report has been a factor in the Agency's initiating an effort to collect more information about some new chemicals.

11. Wood Use: U.S. Competitiveness and Technology (Forestry and Wood Utilization Research) - A current bill before the House Subcommittee on Forests, Family Farms, and Energy, proposes increased research activities supported by the Federal government. OTA's analysis was used in hearings in Summer 1983 to define more clearly the areas most in need of research funding assistance. These areas include small-scale harvesting systems, lignin chemistry, utilization of plantation-grown wood, advanced wood bonding techniques, and hardwood utilization.

OTA's analysis of existing forecasts of timber demand and supply was used in the debate over the Oregon Wilderness bill, which has passed the House and is in Committee in the Senate.

12. Based on OTA's Agricultural Postharvest Technology report, the USDA Agricultural Research Service plans to increase the funding for postharvest technology research by 25 percent over the next five years.

13. The OTA report on Industrial and Commercial Cogeneration was filed before the Supreme Court as part of the brief to uphold the provisions of the Public Utility Regulatory Act of 1978. The Supreme Court upheld those provisions, clearing a major hurdle for implementation of large amounts of cogeneration. This will result in substantial savings to the nation in terms of energy costs over the next few decades. The study played a significant role in firming support for the Act.
14. OTA's assessment of Medical Technology and Costs of the Medicare Program provides a series of options to change the incentives for technology use under the program. Since many of the suggested changes deal with incentives and not direct technologies, the quantification of cost savings will be difficult, if not impossible. Yet, the analysis demonstrates clearly that such savings can occur.
15. The federally mandated Executive Branch study of possible Health Effects from Agent Orange on Vietnam War Veterans is going to cost between \$70 million and (perhaps) \$200 million. OTA's activities are partially responsible for the study of ground troops' health effects being moved to the Centers for Disease Control. That move should hasten completion of the study. Given that two bills have been introduced to compensate veterans on a presumption of cause for claimed illnesses until the study is complete, any speedup in completion of the study may save money. After the study is completed, there is the expectation that a scientific basis rather than presumptions will assist in structuring an approach to claims.
16. The report, The Role of Genetic Testing in the Prevention of Occupational Disease, showed that none of the genetic tests evaluated by OTA met established scientific criteria for routine use in occupational settings. Legislative action concerning such tests would therefore be premature.

17. Information developed in the assessment, Commercial Biotechnology: An International Analysis, was helpful to the Congress in considering the issues associated with deliberate release to the environment of organisms modified by recombinant DNA technology.

OTA Assessments of Particular Importance to State and Local Government

OTA focuses on technology and policy issues for Congress, but many of the analyses are relevant for decisionmakers in state and local government. State and local officials are at times involved in project advisory panels, serving as the medium through which the information OTA needs or can provide flows to and from the States. Many OTA reports are provided to Governors and other State and local officials with an interest in the subject so that they may also utilize the information developed for the Congress. The following brief discussions illustrate how OTA's work is important with respect to state issues.

Chemical Wastes: Both the general and specific findings of OTA's study, Technologies and Management Strategies for Hazardous Waste Control, have been useful in analyzing problems and issues in specific dump sites. As a follow-on to the report, OTA, in the technical memorandum Habitability of the Love Canal Area: An Analysis of the Technical Basis for the Decision on the Habitability of the Emergency Declaration Area, examined the technical basis for the decision on the habitability of the emergency declaration area (EDA) at Love Canal, and concluded that analysis could not support a decision that would lead to immediate and complete rehabilitation of the EDA.

Radioactive Waste Management: With early drafts, staff papers, testimony, briefings, and a final summary of the findings of its assessment, Managing High-Level Commercial Radioactive Waste, OTA called Congressional attention to several key ideas that ultimately were incorporated in the Nuclear Waste Policy Act of 1982.

Most recently, OTA presented to Congress the basic elements of a conservative and credible mission plan to implement the waste management

policy that, in OTA's judgment, would give a high level of confidence that spent fuel and high-level waste from reprocessing would in fact be removed from interim storage sites and delivered to a federal repository on a reliable schedule. This plan, which uses only the authority already provided in the Nuclear Waste Policy Act, should reassure those states in which spent fuel or processed high-level waste is now stored that such storage will in fact be temporary.

Nuclear Power: The OTA report, Nuclear Power in an Age of Uncertainty, discusses the many problems facing the nuclear power industry in the United States today, and ways in which these problems may be overcome. As several nuclear power plants near completion, the high costs of these plants and other problems raise serious doubts whether many of these plants will ever be completed or licensed, and reinforce the growing feeling that few new plants will be ordered unless substantial changes are made. Our study places the origin and nature of the nuclear industry's problems within the context of the current state of the electric utility industry, and provides options for problem avoidance should electric demand growth require more plants.

Agricultural Water Use in Arid Lands: In Technologies for Sustainable Agriculture in U.S. Arid/Semiarid Lands, OTA looked at agriculture in the Western United States, which provides a large share of the nation's total income from farming and ranching. Some Western production is unique: low humidity allows disease-free seed production in Washington and Oregon; large expanses of fertile soil and grazing lands provide most of the U.S. wheat and cattle production; and carefully controlled applications of water in California produce specialty crops and allow experimentation with new agricultural technology. Water demand exceeds supply in almost half of the Western U.S., and agriculture is the largest water user. For example, some areas of Texas face conversion from irrigation to dryland farming because irrigation has lowered groundwater levels beyond the point at which further pumping is economically justified.

OTA found that important policy changes are needed to sustain Western agriculture while dealing with water problems. Some Federal activities do not

contribute to sustaining long-term agricultural productivity; water users sometimes are not involved adequately in water decisions. A comprehensive systems approach to policies and planning is needed to ensure that agriculture is conducted in a sustainable fashion.

Veterans' Health and Welfare: OTA's involvement with questions about veterans' health and welfare began in 1979 with the mandated review of the Veterans Administration protocol for the study of possible long-term health effects in veterans exposed to Agent Orange. OTA's criticisms of the VA were instrumental in the decision to transfer development and conduct of the study to the Centers for Disease Control. OTA is currently preparing a review of a revised protocol for the Agent Orange study prepared by CDC.

OTA's work in veterans' health issues has since gone beyond Agent Orange. In December 1983, OTA delivered a review of a National Academy of Sciences study, which reported that there were no excesses of multiple myeloma in veterans who occupied Hiroshima and Nagasaki; OTA found methodological flaws in the study.

Education and Training: Since states are the principal directors of American education, many states and local educational agencies found the OTA report, Informational Technology and Its Impact on American Education, a useful resource in their planning. Of particular interest was a series of case studies drawn from schools in California, Illinois, Massachusetts, and Minnesota.

Rail Transportation: OTA reviewed, in U.S. Passenger Rail Technologies, the prospects for high speed passenger rail systems in the United States. The study identifies a number of uncertainties and issues that state and local governments must come to grips with in making decisions to initiate such systems. State and local officials associated with the nine corridors currently considering high speed rail followed the study closely. These corridors are: Los Angeles - San Diego, Los Angeles - Las Vegas, Tampa - Orlando - Miami, Montreal - New York, Washington - New York - Boston, Ohio, Pennsylvania (probably Philadelphia - Pittsburgh), Chicago - Milwaukee, and Chicago - Detroit.

Some of OTA's ongoing work is also of interest to the States. Our study of Technology, Innovation, and Regional Economic Development has been of particular interest to the States since it is assessing the factors that influence the creation and growth of high technology industries in states and localities. The assessment has already produced a census of state government high-tech initiatives, copies of which have been sent to all governors and hundreds of state and local officials, and is conducting surveys of initiatives in 16 states, including New York. OTA's study, Information Technology Research and Development, will also be useful to states in planning high-technology development, particularly with respect to their plans for state institutions of higher learning.

The demand for follow-on work in hazardous waste has resulted in a new assessment, Cleanup of Uncontrolled Waste Sites Under Superfund. This assessment will include several case studies of Superfund sites; a case study on a New York site will focus on the factors that turn ordinary municipal landfills (RCRA Subtitle D facilities) into Superfund sites.

Interagency Coordination

As the intensity of the Congressional agenda increases, OTA and the other support agencies have taken several additional steps to ensure that their work is coordinated, not only to avoid overlap and duplication but also to more fully utilize each other's expertise. CBO, CRS, and GAO staffs coordinate with, and, in some cases, participate in OTA advisory panel meetings, symposia, and workshops. The four agencies share data on related studies and provide new data as input to each others' projects as appropriate to their areas of expertise. During 1983, for example, the CBO prepared a major chapter for OTA's study on airport capacity. In addition, two or more agencies may collaborate in the preparation of testimony or general assistance for Congressional hearings.

OTA also fully utilizes information from the executive branch and the private sector. OTA works particularly closely with the National Academies of Science and Engineering, the Institute of Medicine, and the national laboratories in this regard.

Summary of Request

The FY '84 appropriated level of \$14,653,000 (excluding the proposed pay supplemental request of \$190,000) allows OTA to initiate several additional new assessments as well as some special analyses and follow-on work that are needed to respond to the legislative agenda. The increase of nine slots for professional personnel has enabled OTA to achieve a more productive balance between in-house expertise and contracted work.

In FY '85, OTA anticipates continued requests for new assessments of critical concern to Congressional committees, as well as increased demand for testimony and briefings resulting from ongoing and completed assessments. The FY '85 request of \$16,000,000 is the same as the amended FY '84 request provided to the Senate at their instruction. The amended 1984 request included 15 additional staff positions, nine of which were provided. Our 1985 request includes the six positions requested in the amended 1984 request that were not authorized (see Attachment 1). These additional slots will not only improve our balance between in-house expertise and contracted work, but also will enable OTA to improve on its ability to retain an institutional memory on critical technical areas that surface periodically in the Congressional agenda. Also, there is a penalty for OTA's present situation of having over-committed staff: any perturbation, such as a special response or the unanticipated departure of a single key analyst, forces delays in the scheduled completion of assessments.

The cost to provide for the six (6) staff for FY '85 is estimated to be \$314,000, plus \$247,200 in non-staff costs for contracting and related activities.

The increases in the FY '84 and requested FY '85 staff should bring OTA to a level of operational maturity. Given the current program of work and our flexibility in contracting, 145 permanent staff appears to be large enough to allow OTA to perform the requested assessments, respond to on-going and follow-on requirements, and maintain an institutional memory. Assuming that we are not mandated by Congress to perform additional activities, OTA should be able to work effectively at this level of staffing for the foreseeable future.

Rationale for Level of Support

The rationale for the additional positions has not changed since last year. Constitutional responsibilities require Congress to make independent judgments of the proposals and plans of the Executive; rapid developments in science and technology continue to be a major ingredient in those proposals. Complex, sophisticated technology is so pervasive in U.S. economic and national security affairs that the need for careful, bipartisan analysis is strongly felt by most Congressional Committees. OTA was created precisely to help meet that collective need. In addition, OTA is charged with keeping Congress aware of the implications of emerging technology. It would be very costly for Congress to support separate analytical staffs in every Committee concerned with the technological issues; OTA is intended to be the nonpartisan shared resource for those Committees.

Congress's expenses continue to account for about 0.2 percent of the federal budget, and OTA less than 1 percent of that. A typical OTA assessment costs far less than 1 percent (usually more like 0.1 to 0.01 percent) of the Federal costs associated with the topic being analyzed. We believe that this is a prudent investment, since OTA leverages the effectiveness of its resources with data obtained from other agencies of government and the private sector. In many instances, OTA's analyses have made a substantial impact on Congressional decisions, reinforcing the notion that the impact of OTA's work is disproportionately large compared to its cost.

OTA has updated its list of subjects that are representative of the kinds of new assessments that we may undertake. Of course, such a list constantly changes as Congressional priorities shift and science and technology advances, but it is instructive. (The candidate studies are presented in Attachment 2.) This list is not all inclusive -- a much larger group of subjects has come to OTA's attention via its own work, available literature, interactions with Members and staff of Congress, and from peers outside government. And since OTA can undertake only a limited number of new assessments each year, even this list is much longer than would be possible to undertake. Furthermore, the nature of technology, history, and federal

policy-making is such that one cannot expect to anticipate more than a fraction of Congress's needs more than a year in advance.

Our hopes for the future now lie substantially in the esoteric world of atoms, crystals, and molecules. It is a world that few are privileged to understand, yet all are increasingly affected by it. We witness a growing complexity of technology, fierce international economic competition that did not exist in earlier times, and a widening distance between developments of scientific and technological knowledge on the one hand and the level of understanding of most citizens on the other. This combination of circumstances creates a critical need for thoughtful analysis and information transfer to citizens and particularly to Members of Congress. OTA has become a unique institution to do this work, by virtue of its bipartisan structure and its carefully developed procedures to tap national wisdom and then to integrate it into a form useful in legislative deliberations. OTA understands the enormous challenge given to it by Congress. We earnestly solicit the financial support required for us to carry out this work.

Attachment 1

The following are candidate positions from which six would be filled by new staff:

1. Ph.D. in engineering to work in areas of space (civilian and/or military) and required critical materials, which will assist Congress in shaping effective and affordable advanced technology programs in these areas.
2. Ph.D. in political science/international affairs to work in areas of political and diplomatic constraints on high-technology trade, which will assist Congress in formulating effective legislative responses to the regulations and support measures which other countries have enacted.
3. Ph.D. in molecular genetics with experience or a high level of interest in working with ethical issues relating to biomedical and biological policy.
4. Ph.D. economist in international trade and industrial competitiveness, which will assist the Congress in understanding innovation, reindustrialization, and U.S. competitiveness in areas related to life sciences (such as biotechnology).
5. Ph.D. or M.S. in computer science and information policy, which will assist Congress in policy issues.
6. Ph.D. in natural sciences with experience in analysis of science policy issues.
7. M.S./Ph.D. information specialist to gather, analyze, and edit data to be used by OTA in the performance of assessments.

8. M.S./Ph.D. in process engineering and communications to design and implement activities inside OTA to increase productivity in the production of assessment reports and related activities.

OTA is moving toward a level of maturity in its staff level that should allow us to maintain our current level of work as well as improve the follow-on activities required to be responsive to Congress. We feel that, in the absence of new mandated work, the six new slots requested for FY '85 added to the nine granted for FY '84 will improve the balance between permanent staff and contracted work.

Attachment 2

Candidate Areas for Assessment in Fiscal Years 1984 and 1985

The 45 topics given in this list have been identified by Congressional Committees, OTA, and its advisors as typical technical issues that the Congress will face over the next several years. Of course, the list does not necessarily contain the assessments OTA will actually undertake in Fiscal Year '85. Note: This list is not given in order of priority.

- o Ballistic Missile Defense Technology (or ASAT Technology)
- o Technologies for Improving Productivity in Manufacturing
- o New Uses for Plastics & Other Synthetic Polymers
- o Technology Transfer to Newly Industrialized Countries in the Western Hemisphere
- o Is There Still an Energy Problem?
- o Technologies and Policies for Recovering the Productivity Potential of Obsolescent Facilities
- o Pollution Control: Assessing the Potential for a High Growth U.S. Industry
- o Non-Nonuclear Technologies and NATO Defense
- o Education, Technology, and the Hard-Core Unemployed
- o Vulnerability of Infrastructure in a Technologically Dependent Society
- o Technology and Terrorism
- o U.S. International Competitiveness in Service Industries
- o Long Term Energy Research and Development
- o Physician Payment and the Medicare Program: Implications for Medical Technology Use, Adoption, and Costs
- o Evaluation of Medicare's Benefit Package - Is There a Better Way?
- o Technology and Human Organ Transplant
- o Technologies for Home Health Care
- o Medical Technology for Disease Prevention
- o Third World Forest Resources: Model to Support U.S. Assistance Policy
- o Agriculture Off the Farm
- o Managing Wildlife, Wilderness, and Protected Areas
- o Farming Systems Requiring Low Energy and Chemical Input
- o Coastal and Aquatic Biological Production Systems
- o Use of the Oceans for Waste Disposal
- o Hazardous Air Pollutants

- o Indoor Air Pollution
- o New Technologies for Environmental Control
- o Antarctic Resources, Science, and Technology
- o International Telecommunications Policy
- o Information Technology and the Home
- o Information Technology and Delivery of Social Services
- o Use of Information Technology in the Legal System
- o Artificial Intelligence and Human Thinking
- o Hazardous Materials Transport
- o Future Goods Movement Technology
- o Public and Commercial Transportation Futures
- o Air Traffic Control and Satellite Technology
- o Space Transportation Systems
- o Space Exploration
- o Innovation in Delivery of Public Services
- o Human Gene Therapy
- o Biological Identification Tests as Evidence in Courts
- o Neurotoxins and Neurotoxic Exposure
- o Technologies Affecting the Mind
- o Functional Assessment Technology and Devices for the Elderly

POSITIONS AUTHORIZED FOR FISCAL YEAR 1984

Senator D'AMATO. Thank you, Doctor.

Last year we provided some minor additional positions. Have they been filled?

Mr. GIBBONS. Yes, sir, they have, and I would be happy to provide you with a short summary of the—in fact, my able helper, Mr. McGurn, has just provided me with a summary of the nine positions that we have filled.

[The information follows:]

SUMMARY OF STATUS OF NINE NEW STAFF AUTHORIZED FOR FISCAL YEAR 1984

1. *Health care delivery*.—Senior analyst; Ph. D. and M.S. in environmental systems engineering and MA in economics; more than 10 years' experience in health care delivery systems. Allowed health program to pick up the work involved in startup and initial staff assistance for the Prospective Payment Assessment Commission. This person will continue to provide liaison and oversight of the Commission, consistent with OTA's responsibilities.

2. *Biology and ecology*.—Analyst; M.S. in forestry and wildlife and B.S. in biology (ecology). Allowed the food and renewable resources program to carry out an exploratory project to determine advisability of major effort and to provide background data compilation for future work. Meanwhile, major assessments could go on without interruption.

3. *Molecular biology*.—Analyst; M.D.; experienced in molecular biology, neurology, and nuclear chemistry. Provided professional input to a number of major assessments (commercialization of biotechnology, reproductive hazards in the workplace) and responded to congressional requests for projects on Alzheimer's disease and neurosciences. This work continues and is contributing as well to studies of dementia for the technology and aging study.

4. *Materials resources engineer*.—Project director; Ph. D. in resource management and B.S. in mechanical engineering. Provided the industry, technology, and employment program with an additional project director. ITE now has four project directors, which will enable the program to have three major assessments going simultaneously with an experienced project director available to work on special requests (e.g., staff memoranda), to help with the detailed planning on new project requests, and to act as a senior analyst on one or more of the three assessments. This last point is important as it enables us to take advantage of the knowledge and experience of our most able people on several assessments and to do some critical work in-house that we might otherwise have to contract out or delay to a later point in an assessment. In summary, having four project directors adds a good deal of flexibility, including the possibility of doing four assessments at a time.

5. *Telecommunications policy*.—Senior analyst; MBA in business administration and M.S. in electrical engineering; over 12 years' experience in telecommunications policy. This has lately been an area of important legislative and oversight activity on the part of Congress. OTA anticipates requests to start a new project in the area of international telecommunications. The new senior analyst in the communications and information technologies program, an expert in telecommunications policy, will make it possible to respond more quickly to a request in this important area.

6. *International economics*.—Senior analyst; Ph. D. in international economics and MBA in finance. The presence of an international economist on the staff of the international security and commerce program has made it possible to add interim reports to the schedule of the report, "International Cooperation and Competition in Civilian Space Activities," and avoid excessive contracting on the study, "Technology Transfer to the Middle East."

7. *Political science/space policy*.—Senior analyst; Ph. D. political science. The presence of a political scientist expert in space policy on the staff of the international security and commerce program has made it possible to start planning a new project related to space-based weapons before all other projects are completed. Otherwise, a delay of a number of months would have been required. Since this situation is frequently encountered, we believe that this staff addition will greatly help improve the pacing of our work.

8. *Ocean policy*.—Senior associate; J.D. and Ph. D. in soils science and M.S. in biological sciences; over 12 years' experience in ocean issues. Enabled the initiation of an assessment of the development of offshore oil and gas resources in hostile environments such as the Arctic and deep ocean. This assessment is being undertaken for two committees of the House and will address critical issues related to the management of these important offshore energy assets.

9. *Internal (OTA) computer analysis*.—Senior systems integration analyst; M.S. in mechanical engineering. This analyst is responsible for the technical analysis of computer hardware and software and the design, acquisition, implementation, and integration of systems which will increase OTA's internal analytical capabilities. He is also redesigning and programming OTA's budget, accounting, and financial system, which will reduce the current time-sharing cost by more than \$100,000 per year.

The number of additional new projects that could be undertaken with this supplement to our staff is two or three. However, the use of these resources will, in part, be dedicated to improving the sophistication and pace of work as well as delivery of our workload, so the actual number of additional new assessments undertaken may be less than that number.

REQUEST FOR ADDITIONAL STAFF

Senator D'AMATO. This year you are asking for an additional six.

Mr. GIBBONS. Yes, sir.

Senator D'AMATO. My inclination is to support that proposal. However, I want to point out that some of my colleagues will wonder if we are not moving at a staffing level which could be characterized as a precipitous or large increase. What do you foresee for next year? If we give you six this year, are we going to have a request for six or nine more next year? That is the feeling some of my colleagues have.

Mr. GIBBONS. I tried to be as explicit as I could in my testimony to you and I am prepared to say that—

Senator D'AMATO. That was a quick dance. You know, it was one of the most politically adroit. I understand that the Congress said you can only measure so much and you are really saying, sure, I can come back and ask for more again but what I am suggesting to you is that I would not grant it.

Mr. GIBBONS. Mr. Chairman, one reason I joined OTA was that I feel that a relatively small agency that has highly flexible methods of employing people for limited periods of time and a relatively small staff has great value and the longer I have been at OTA—and I am nearly completing 5 years now—the stronger I feel that that is the case. When I came, if I remember correctly, there were about 135 people at OTA. This was 1979. I trimmed the staff back to 130 which was the size that we were supposed to stay at until last year. I firmly would argue that this increased net of 15 to 145 is as far as I would want to go.

Senator D'AMATO. OK.

Mr. GIBBONS. One of these slots is going to be largely consumed in the process of fulfilling the mandated study which relates to the Prospective Payment Assessment Commission. I believe the combination of smallness, combined with additional increases in productivity will enable us to stay lean and, hopefully, relevant.

HIGH QUALITY OF OTA'S WORK

Senator D'AMATO. Well, I think that is important to get on the record. That enables me and Senator Bumpers to answer the question put forth by some of our colleagues that we are going up 15 positions in such a small office and it is just not going to continue. I think your statement is a reassuring one to this Senator and, again, my inclination is to be supportive. I have seen the work you have done; it is quality work, there is no doubt about it. You have set the highest standards. You have in your review the problem of toxic waste in the Niagara area and you handled that situation with just great credit—great credit.

Mr. GIBBONS. Thank you, Senator.

Senator D'AMATO. It is not easy for you to come in and now characterize and basically say that the study was for the EPA and I commend you for going forward where others feared to even be heard. You did the public a great service just in that area alone.

I am very supportive of the work of the OTA characterized by some of the kinds of reports that you have indicated in your full testimony that we are going to take up and I intend to support that request.

LANGUAGE TO DISSUADE MANDATED STUDIES

I am going to ask you one thing. You request language that would prohibit the expenditure of OTA funds for activity not initiated and approved in accordance with the rising statute except for studies. Do you believe that is necessary or do you have political stamina to say we just can't take it?

Mr. GIBBONS. I believe it will be helpful to us. I don't believe it is absolutely necessary, but it would underscore the feeling that I think my Board has that the most efficient way to operate with these reports would be for us to work with the committees but then for the Board to try to help adjudicate the requests and put the money where it is going to count the most for the Congress in a bipartisan, bicameral way. That language will simply help us underscore that point as it would reflect the agreement of the Appropriations Committee.

Senator D'AMATO. I am interested in what Senator Bumpers might think about that, but I tend to think I support that, because otherwise you are just going to have those who have more clout forcing you to an allocation of resources into areas where those resources are scarce and would probably be better utilized given professional judgment than on those that really deserve your attention. I was complaining about not getting enough tariff moneys but I think maybe in this case we should.

Senator Bumpers.

Senator BUMPERS. Yes.

INTERAGENCY COORDINATION

Mr. Gibbons, let me ask you two or three questions about this issue of interagency coordination. I can think of so many Government agencies who share responsibilities with you in some of these studies. For example, it seems to me that you talk here about water problems in the West and soil erosion which ought to be on everybody's front burner, and I immediately think of how many studies has the Department of Agriculture done on that and how do you coordinate with them?

Then I think about, for example, when it comes to acid rain, EPA does its own thing, you are doing a study on it, the National Academy of Science has a study. Agent orange, you have got the Veterans Administration. Center for Disease Control, OTA. All of these people have a legitimate legal authority to respond to Congress to study those things. Now I am not suggesting that in some instances that is not beneficial. I note in here that you point out, for example, that in one of your studies CBO did a full chapter on the study.

Mr. GIBBONS. Yes, sir.

EXCHANGES OF PERSONNEL

Senator BUMPERS. My question is, do you have any legal authority, for example, to exchange personnel with some of these agencies? If the National Academy of Science says you have Dr. Jones over there who is an expert in such a field and we are doing a certain study, he would really fit in well and offer considerable help to us in this project, do you have the authority to loan Dr. Jones to that agency?

Mr. GIBBONS. Senator, I am not quite certain about my authority to loan my employees to other agencies. I do know that we have a great deal of—

Senator BUMPERS. The answer is yes?

Mr. GIBBONS. Mr. McGurn says yes.

I have never tested that authority, but I presume we have it. We have a lot of flow of information as well as movement of people back and forth. We typically will have somewhere between, let's say, one or two people detailed from the executive agencies to us upon our request to assist us for a period of time where we know that they have the kind of expertise that we would like to have. The agencies generally have been very cooperative in making those kinds of loans.

You can overdo that process, of course, and simply not have your own integrity, but we use detailees significantly. We coordinate very closely with the academies of science and engineering and the Institute of Medicine, although we are independent and provide independent advice. In fact, one of my recent experiences was to have to review an academy study of multiple myeloma in U.S. veterans from Hiroshima and Nagasaki, and we found that the study was technically faulted, but, nonetheless, we maintain a good relationship with the academies. We spend time on their advisory panels and we in turn are cross-briefed when we are doing similar studies. So, we know just what they're doing and they know what we are doing.

ORGANIZATION OF OTA'S WORK

Most frequently we try to organize our work in a way that it will not only meet the needs and timing of Congress but it will also be timed to pick up the completion of studies done in the other agencies and in the academies because that gives us a multiplier effect. In fact, that is one of the advantages of being small. When Congress created OTA—and you know much better about that process than I do—but the intent, as I read it, was to have an agency that was by design to be small compared to the work that it was to undertake and, therefore, always forced, encouraged, cajoled to go out, to reach out, to bring in information and expertise in individuals. We do this through detailees from the executive branch, we do it by work done at DOE's national laboratories. Some of our analytical work is done, for instance, at Oak Ridge and out at Berkeley. We also do it by subcontract to both universities and to private-sector folks.

CONTRACTING

Senator BUMPERS. You do contract out?

Mr. GIBBONS. Yes, sir. We contract typically—

Senator BUMPERS. Do you do contract? What if CDC called you and said, "We need to do a blood study on agent orange we have a thousand former soldiers from Vietnam and we don't want to do this study but we have to do it." If CDC decided to call you and ask you to do that for them, can they contract with you by law and can you do it for them by law?

Mr. GIBBONS. I don't believe they can.

Senator BUMPERS. Can you? Could you respond?

PROCEDURES FOR INITIATING ASSESSMENTS

Mr. GIBBONS. We can undertake work under any one of three conditions and the most frequent is in response to a request by a chairman or ranking member of a House or Senate committee; even in that case, OTA's congressional Board must approve the work before I undertake it.

The second way I can undertake work is that the Board itself asks me to do a study, and we have done that from time to time in our history. I would say no more than a few percent of the time.

The third way we can undertake work is that I, as Director, make a recommendation to the Board that we do a certain study and the Board can either say yea or nay.

In all three instances the Board must approve in advance before we undertake a major assessment, but I would say that the overwhelming majority, if not almost complete—I am sorry. One or two exceptions. We have been mandated to do work, I have to interject that, to our analysis of the plan. The VA plan to evaluate agent orange in Vietnam was done by congressional act. We have to do that by mandate, otherwise it is virtually all requests from committees, typically more than one committee on the same request approved by my Board and we undertake the work. So we cannot contract for others.

Senator BUMPERS. Do you have any kind of a systematic method by computer or otherwise of making sure that you and these other governmental agencies are not performing overlapping work?

EXCHANGE OF INFORMATION TO AVOID DUPLICATION

Mr. GIBBONS. Yes, sir, the computer helps because you can search not only the literature of recent reports or writings, you can do a computerized database search of all ongoing work at the four congressional agencies. We are tied together in a confidential but effective system. What we do with the Academy of Science and our other colleagues is that we have regular communications in which we inform these folks the moment we undertake work and they do the same. We don't get that information from the Office of Science and Technology Policy, but we do get such information from the Academy of Science, for instance, the moment they begin studies. So we have a finger on each other's pulse, and we have several safeguards.

ADVISORY PANELS

The most important safeguard, beyond professional links with the agencies and with our peers, is that with each individual study, we organize an advisory panel which brings to our shop three or four times in the course of an assessment about a dozen and a half people who collectively represent essentially all of the stake holders and knowledgeable people in this area.

An advisory panel does not sign off on the report; it does not write the report. Rather, it assures us that we are on top of all the relevant information that exists or is in process, and that the way we are preparing

it and putting it together is objective and not tilting toward one or another of the advocates but rather fairly represents these points of view. So the advisory panel is one of our final filters, a unique feature of OTA's operation.

EXTERNAL REVIEW OF REPORTS

Last of all, we do additional external reviews of our work beyond the advisory panel's review before we transmit the document to the GPO for publication. So we typically will have a dozen and a half people on the advisory panel to do reviews, we will go outside for another couple of dozen people chosen to collectively give us the kind of filter that we think is necessary in order to provide the Congress with highest quality information. And if there is one thing that I am confident of it is that Members don't need any more bad information. Any information you get ought to be pretty doggone good.

CONGRESSIONAL REQUESTS FOR INFORMATION

Senator BUMPERS. Can you respond to a Member of Congress or does it have to be a committee?

Mr. GIBBONS. For major assessment it has to be from a committee. If a Member calls and it relates to work that we have done or ongoing, we will try to make a response.

Senator BUMPERS. The reports that you have done.

Mr. GIBBONS. Yes, that is right. Similarly, that is a responsibility of the congressional research.

EXCHANGE OF PERSONNEL

Senator BUMPERS. Are you familiar with the Intergovernmental Personnel Act?

Mr. GIBBONS. Yes, sir, to some degree.

Senator BUMPERS. When I was Governor we utilized that rather extensively. CDC sent us a man and we kept him in the health department. We had somebody in our department of human resources and so on.

It occurs to me that the fact that you had turned to a staff member to determine whether or not you have the authority to loan one of your people to somebody else means that you are not using the authority even though you have it.

Mr. GIBBONS. Well, all my people are so heavily engaged that I would find it very difficult to let them go unless it was also clear OTA had a lot of self-interest in doing so.

Senator BUMPERS. Have you ever thought about calling on CRS or CBO or the National Academy of Science or some of those people to lend you somebody?

Mr. GIBBONS. Yes, sir, and we do.

Senator BUMPERS. Do you do that?

Mr. GIBBONS. Yes, sir, we have quite frequently. I can also recall one loan of a person from OTA, but I supported the loan as a professional refreshment for this person. After a period of time he was going to come back with expertise and information I thought would be helpful to us.

Senator BUMPERS. Thank you, Mr. Chairman.
 Senator D'AMATO. I have no further questions.
 Mr. GIBBONS. Thank you, Mr. Chairman.
 Senator BUMPERS. Thank you.

SUBMITTED QUESTIONS

Senator D'AMATO. The subcommittee staff has prepared several questions to which we would appreciate your timely response.

[The following questions were not asked at the hearing but were submitted for response for the record:]

CONGRESSIONAL DEMANDS FOR SERVICE

Question. In his testimony, Chairman Udall spoke of annual increases in demands for assistance from OTA, and Dr. Gibbons tells us that one cannot expect to anticipate more than a fraction of Congress needs more than a year in advance. Can we not expect, therefore, that this committee will again be asked for additional resources necessary for OTA to continue its level of service to Congress?

Answer. The resources requested for fiscal year 1985 will provide OTA with the number and balance of personnel required to perform its work for the Congress, for the foreseeable future, in a timely manner, while maintaining the necessary institutional memory to respond to requests derived from completed or on-going work. OTA does not intend to request additional resources in fiscal year 1986; rather, it is anticipated that a current services budget request will be made. Although we cannot expect to anticipate more than a fraction of Congress needs, in terms of actual issues to be confronted, more than a year in advance, we have learned to reserve and, with the decision authority of the TAB, allocate our resources to accommodate those needs as they become known.

If Congress were to mandate by law significant additional duties for OTA, then the estimated costs of performing such duties would have to be submitted to the Appropriations Committees for consideration because the matter would, de facto, have been taken out of the hands of OTA and its Board. Every effort is being made in conjunction with the committees of Congress to prevent such mandates from occurring.

Question. To continue Senator D'Amato's discussion of the staffing level of the OTA, do you have any vacancies in your presently authorized level of 139 positions?

Answer. At present, OTA has two vacancies. These are the result of normal turnover from the completion and startup of assessments. Both positions are being filled.

Question. Have you hired people to fill all nine of the additional positions approved last year?

Answer. OTA has hired the people to fill all nine of the additional positions approved last year. A summary of the positions showing the background, area of expertise, and use of the nine personnel has been submitted to the subcommittee and is part of the hearing record.

SUBCOMMITTEE RECESS

Senator D'AMATO. We will reconvene tomorrow morning at 9:30.

[Whereupon, at 11 a.m. Wednesday, March 7, the subcommittee was recessed to reconvene at 9:30 a.m. Thursday, March 8.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1985

THURSDAY, MARCH 8, 1984

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, DC.

The subcommittee met at 9:35 a.m. in room S-128, the Capitol, Hon.
Alfonse D'Amato (chairman) presiding.

Present: Senator D'Amato.

U.S. GOVERNMENT PRINTING OFFICE

STATEMENT OF WILLIAM J. BARRETT, ACTING PUBLIC PRINTER

ACCOMPANIED BY:

WILLIAM F. KLUGH, ASSISTANT PUBLIC PRINTER (ADMINISTRATION)
MICHAEL F. DIMARIO, ASSISTANT PUBLIC PRINTER (INFORMATION
DISSEMINATION/SUPERINTENDENT OF DOCUMENTS)
THOMAS R. CULLEN, ASSISTANT PUBLIC PRINTER (PROCUREMENT)
JOSEPH E. JENIFER, ASSISTANT PUBLIC PRINTER (PLANNING)
ROBERT J. MCKENDRY, ASSISTANT PUBLIC PRINTER (PRODUCTION)
MARK C. CRAMER, GENERAL COUNSEL
GERALD E. SEBOLD, COMPTROLLER
SCOTT W. SONNTAG, DEPUTY CUSTOMER SERVICE MANAGER/ SUPER-
INTENDENT, CONGRESSIONAL PRINTING MANAGEMENT DIVISION
JUDITH B. MORTON, LEGISLATIVE LIAISON/PUBLIC AFFAIRS OFFICER
DONALD E. FOSSEDAL, DIRECTOR OF MARKETING

OPENING REMARKS

Senator D'AMATO. The committee will come to order.

This morning we will continue with our hearings on the President's
fiscal year 1985 budget request for the legislative branch.

We will receive testimony from the Government Printing Office, the
General Accounting Office, and the Library of Congress. GPO is to be
commended for presenting a budget that represents a net decrease from
fiscal year 1984 funding. Both the Library and GAO are presenting
budgets this morning which call for some significant increases, however,
and those requests will be examined carefully. I am especially interested
in learning more from Mr. Bowsher about his justification for an in-
crease of 500 positions above the present staffing level of 5,000.

Our first witness will be Mr. William Barrett, the Acting Public
Printer of the United States.

PREPARED STATEMENT

Mr. BARRETT. Thank you, Mr. Chairman. I am pleased to be here today to present the funding requirements necessary to carry out the responsibilities of the U.S. Government Printing Office for fiscal year 1985. I will summarize my prepared statement which I will submit for the record.

[The statement follows:]

STATEMENT OF WILLIAM J. BARRETT

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

My colleagues and I are pleased to be here today to present the funding requirements necessary to carry out the responsibilities of the U.S. Government Printing Office for fiscal year 1985.

BUDGET REQUEST

The funds requested for fiscal year 1985 total \$123,895,000 to cover those programs that require appropriations directly to the Government Printing Office. The request consists of \$80,879,000 for printing and binding required by Congress, \$13,269,000 for printing and binding required by law to be distributed without charge to the recipient, and \$29,747,000 for the various programs of the Superintendent of Documents. In addition, we are requesting a pay raise supplemental of \$126,000 for fiscal year 1984 for the Superintendent of Documents Operation. The fiscal year 1985 request is a 1.4 percent DECREASE from the amount approved in fiscal year 1984. The overall reduction in our appropriation requirements for fiscal year 1985 is primarily due to our estimate for the Congressional Printing and Binding Appropriation which is \$5.7 million, or 6.6 percent, less than the amount appropriated for fiscal year 1984. This reduction is made possible by continued efforts on the part of the Congress to reduce the volume of printing and by continued management emphasis on cost savings and improvements in the technology utilized by the Government Printing Office.

The budget request of the Superintendent of Documents represents an increase of \$3.9 million over fiscal year 1984. This increase is due largely to Printing and Reproduction, Other Services, and Rents, Communications, and Utilities. In Printing and Reproduction, the largest portion of the \$2,184,000 increase is for the expected acquisition of additional titles for reproduction and distribution to depository libraries. The increase of \$911,000 for Other Services is primarily due to an increase in Administrative Support Services in anticipation of the planned relocation of the Library Programs Service from Alexandria, Virginia to the Central Office complex. Rent, Communications, and Utilities are expected to increase by \$742,000, and results from cost increases in two areas which are not offset by cost decreases in other areas. The increases are: Rental of Automated Data Processing Equipment for the Federal Documents Data Base and Postage, where an expected rate increase should increase postage costs by approximately \$102,000. These two items are partially offset by decreases in rent and utilities that will result from the relocation of the Library Programs Service to the Central Office.

PRINTING AND BINDING INCOME

In fiscal year 1983, revenue from printing and binding operations of the Government Printing Office totaled \$660 million, compared to \$630 million in fiscal year 1982. Net income totaled \$4.1

million in fiscal year 1983, compared to a loss of \$801,000 in fiscal year 1982. The improvement in net income is due to our continuing effort to control expenses and increase productivity. The overall productivity index for central plant operations increased by four percent in fiscal year 1983. A major reason for this productivity increase was an organizational realignment within the Production Department. The Composing Division was phased out and its workload was taken over by the Electronic Photocomposition Division. This Division, with its advanced technology, is able to operate more efficiently. Another positive factor has been the increased number of jobs processed through our printing procurement operations as GPO fulfills more printing requirements of customer agencies. In FY 1983, commercially procured printing and binding revenue totaled \$464 million, compared to \$437 million in fiscal year 1982. Efforts, such as the enhancement of the bidders list package, have been undertaken to encourage more bidder participation in the procurement program.

REDUCTION IN STAFFING

The continuing GPO hiring freeze and overall staff reductions through attrition have been major components of our cost control efforts. During fiscal year 1983, total employment declined by 254 employees, or 4.2 percent, from the previous year. We are projecting further declines in staffing of over 400 employees during the next two years. This will be accomplished primarily by attrition. Employees displaced through technology changes will be retrained wherever possible.

NEW MAILING OPERATIONS

The installation of two new adhesive binding and mailing systems was completed during fiscal year 1983. The primary binding line began producing the Federal Register as an adhesive bound product in December 1982. The Congressional Record followed as an adhesive bound product in January 1983. Generally, start-up went smoothly although there were some minor problems encountered during the first week of implementation. The automated 5-digit mail sort program was completed in March 1983, and the first Federal Register books were run through the total binding and mailing system at that time. The new system has eliminated an extremely labor-intensive hand distribution function involved with mailing the Federal Register and Congressional Record.

In mid-November 1983, a new method which uses Postal Service furnished containers for transporting bundles of the Congressional Record and Federal Register to the Central Post Office was put into operation. This method promises to pay large dividends to the GPO and expedite delivery of the Record and Register by eliminating the use of mailbags and eliminating the need for the conveyor belt running from the GPO to the Central Post Office.

Also, in November 1983, the Binding Division began operating the second adhesive binding line. In addition to providing a back up to the primary line, we have the capability to produce better products in-house in a more efficient and economical manner.

PLANNED RELOCATION OF LPS

GPO has made plans to relocate the Library Programs Service from the Eisenhower Warehouse in Alexandria, Virginia, to the GPO Central Office. This planned move will result in a reduction, in fiscal year 1985, of expenses for rents and utilities and will afford better utilization of available space in Main GPO.

Other efficiencies will be achieved through this consolidation of facilities, such as a reduction in trucking and closer coordination and communication.

MARKETING EFFORTS

Our marketing staff has implemented a marketing plan to promote the Documents Sales Program. A major element of this plan is the publication of a catalog of popular government publications, begun in November 1982 and revised every three months. To provide for distribution of this catalog, a series of 9 television, 15 radio, and 17 print public service announcements was produced and distributed. The campaign was adopted by the Ad Council, and over 500 radio and TV stations are using the spots. A bi-monthly listing of all new sales titles was also inaugurated. Many other efforts, including a direct mail marketing program and product publicity release program have been developed to encourage new subscribers, obtain renewals, and increase public awareness of U.S. Government Publications.

In the Depository Library area, the marketing staff has begun implementation of a marketing plan, including 8 television and 10 radio public service announcements, to create awareness of Depositories and prompt requests for additional information.

In the Printing Procurement area, a series of print-media public service announcements have been produced and distributed to increase awareness of the GPO bidder's list.

In addition, the marketing staff researched and wrote a comprehensive marketing plan to increase the use of GPO printing and binding services by Federal agencies.

The success of all these efforts will help keep the prices of government publications down, and should greatly enhance public access to government information.

SALES OF PUBLICATIONS

The Sales of Publications Program continued to show improvement. Our revenue of \$57.1 million in fiscal year 1983 is an increase of \$2.1 million over fiscal year 1982. The net income for the year was \$6.8 million which is an increase of \$1.9 million from the previous year. This improvement in operations is due mainly to the control of expenses and improvements in the management of inventory of publications for sale. Due to the improved control of the program the GPO pricing committee was able to implement pricing formula changes in May and November 1983 that will pass along these savings to the customers.

FUTURE PLANS

The GPO is in the midst of a graphic arts industry transition. The industry is changing from one of designing and manufacturing printed products to a more encompassing one of disseminating as well as reproducing information. Ink-on-paper products and their distribution are being challenged by other means which provide the end user with equivalent information or information products. The nature of these means presents two complicated challenges. First, inherent in the technology employed are the means for communicating the information to the end user directly. Secondly, also inherent in the technology are the means for the information originator to format and even produce the final product.

In the past, the GPO has concentrated its technological improvements only in those areas that are directly related to the traditional printing process. In the future it will be necessary for the GPO to broaden its view of the role of the printer. More emphasis will be placed on using new technologies and the most cost-effective approaches to achieve the end results of information reproduction and dissemination.

The Superintendent of Documents has begun an ambitious effort to further improve the performance of the Cataloging and Indexing Program and Depository Library Distribution Program through additional automation and mechanization. This effort, which we are calling the Federal Documents Data Base, will integrate data capture, processing, and storage activities for the Cataloging and Indexing and Depository Library Distribution programs. The implementation of the Federal Documents Data Base will provide numerous benefits. It will eliminate duplicative data capture and processing activities, increase productivity, result in the more timely issuance of output products such as the Monthly Catalog of U.S. Government Publications, and it will be utilized to drive a new system for the distribution of Government documents to Federal depository libraries. Moreover, the development of this system has generated significant interest and enthusiasm throughout the Federal depository library community due to its potential for providing on-line access to bibliographic and other data. Complementing the development of the Federal Documents Data Base, are the activities of the Ad Hoc Committee on Depository Library Access to Federal Automated Data Bases. The Committee, staffed by representatives of the library community, the private sector, and government agencies, and chaired by the Staff Director of the Joint Committee on Printing, is studying the feasibility of providing access to Federal information in electronic form to Federal depository libraries. Currently there is no direct connection between this Committee's activities and the development of the Federal Documents Data Base.

It is believed, however, that the Federal Documents Data Base will be a logical framework for providing full text retrieval to Federal depository libraries, if such a service is found to be feasible by the Committee. We anticipate working closely with representatives from user libraries in developing this capability.

The Cataloging and Indexing and Depository Library Distribution programs are two of the most important responsibilities of the GPO. It is our view that development of the Federal Documents Data Base will accommodate the information age and significantly

improve services to the general public, the ultimate consumer of Government information.

Although not included in our submission, we intend to work with the subcommittee to seek authority in the Fiscal Year 1985 budget to use revolving fund monies for the purchase of a triangular piece of ground directly adjacent to our present Central Office facility.

This ground is located on First Street, N.W., between G and H Streets. The total area being considered for purchase is 41,496 square feet.

It is GPO's intent to build a multi-purpose building on the site. It will also allow the redesign of our loading dock area that will be necessary to reduce congestion on H street.

With the relocation of the Library Programs Service from Alexandria, Virginia to the Central Office later this summer, it is expected that a marked increase in truck traffic will occur, thereby further congesting our current truck handling capabilities.

The envisioned multi-purpose building will in addition to general support activities, house a data base center to meet the growing demands for information dissemination placed upon GPO. The rapid growth and technological advances in electronically recorded stored and transmitted information will require GPO to develop a repository of this data in such a manner that it can be accessed and transmitted in an immediate time. We envision that the building will be designed to accommodate this need.

It is planned that GPO will continue to provide information to the Appropriation Committee as to the progress of the purchase negotiations on a continuing basis. Should the negotiations exceed our ability to fund the purchase through revolving fund monies, a supplemental appropriation request will be sought.

I will be happy to respond to your questions.

DECREASE IN REQUEST

Mr. BARRETT. The funds requested for fiscal year 1985 total \$123,895,000 to cover those programs that require appropriations directly to the Government Printing Office. The request consists of \$80,879,000 for printing and binding required by Congress, \$13,269,000 for printing and binding required by law to be distributed without charge to the recipient, and \$29,747,000 for the various programs of the Superintendent of Documents. In addition, we are requesting a pay raise supplemental of \$126,000 for fiscal year 1984 for the employees included in the "Salaries and expenses" appropriation for the Superintendent of Documents.

The fiscal year 1985 request is a 1.4-percent decrease from the amount approved in fiscal year 1984. The overall reduction in our appropriation requirements for fiscal year 1985 is primarily due to our estimate for the congressional printing and binding appropriation which is \$5.7 million, or 6.6 percent, less than the amount appropriated for fiscal year 1984. This reduction is made possible by continuing efforts on the part of the Congress to reduce the volume of printing and by continued management emphasis on cost savings and improvements in the technology utilized by the Government Printing Office.

The budget request of the Superintendent of Documents represents an increase of \$3.9 million over fiscal year 1984. This increase is due largely to more publications being sent to the depository libraries, our planned Federal documents data base project, and to the planned relocation of the Library Programs Service from Alexandria, Va., to the central office complex. These cost increases will be partially offset by decreases in rent and utilities by vacating the present location in Alexandria.

In fiscal year 1983, revenue from printing and binding operations of the Government Printing Office totaled \$660 million compared to \$630 million in fiscal year 1982. Net income totaled \$4.1 million in fiscal year 1983 compared to a loss of \$801,000 in fiscal year 1982. The improvement in net income is due to our continuing effort to control expenses and increase productivity.

The installation of two new adhesive binding and mailing systems was completed during the past year. Another positive factor has been the increased number of jobs processed through our printing procurement operations as GPO fulfills more printing requirements of customer agencies. In fiscal year 1983, commercially procured printing and binding revenue totaled \$464 million compared to \$437 million in fiscal year 1982, a percentage of 72 percent of the total printing as compared to 71 percent last year.

Overall staff reductions through attrition continue to be a major component of our cost control efforts. During fiscal year 1983, total employment declined by 254 employees, or 4.2 percent, from the previous year. We are projecting further declines in staffing of over 400 employees during the next 2 years, primarily due to attrition. Employees displaced through technology changes will continue to be retrained wherever possible.

The sales of publications program continued to show improvement. Our revenue of \$57.1 million in fiscal year 1983 is an increase of \$2.1 million over fiscal year 1982. The net income for the year was \$6.8 million, which is an increase of \$1.9 million from the previous year. This improvement in operations is due mainly to the control of expenses, improvements in the management of inventory, and successful marketing efforts. The GPO Pricing Committee implemented pricing formula changes in May and November 1983 that will pass along these savings to our customers.

Although not included in our submission, the Government Printing Office is seeking authority in the fiscal year 1985 budget to use revolving fund moneys for the purchase of a small triangular piece of ground directly adjacent to our present central office facility. Total area being considered for purchase is 41,496 square feet. It is GPO's plan to build additional truck loading docks at the site as well as a multipurpose building. With the relocation of the Library Programs Service from Alexandria, Va., to the central office, it is expected that a marked increase in truck traffic will occur, thereby further congesting our current truck handling capabilities. The envisioned multipurpose building will house a data base center to meet the growing demands placed upon GPO for data manipulation and access.

Should the negotiations exceed our ability to fund the purchase through revolving fund moneys, a supplemental appropriation request will be sought.

The GPO has concentrated its technological improvements only in those areas that are directly related to the traditional printing process. In the future it will be necessary for the GPO to broaden its view of the role of the Government printer. Even more emphasis will be placed on using new technologies and the most cost-effective approaches to achieve the end results of information reproduction and dissemination.

That concludes my summary, Mr. Chairman. I would be happy to answer your questions.

Senator D'AMATO. Thank you very much.

OMB REVIEW

Last year Mr. Sawyer testified before this committee in regards to OMB's review of Government printing plants with a view toward closing those identified as excess. You recall about a thousand plants were identified as candidates for closure.

Could you update us and give the committee a review as to what action has been taken, the number of civilian agency plants that are now operating, the number that have been closed or converted to duplicating facilities in the past year, and their location, and the number scheduled to be closed or converted to duplicating facilities in this year.

Mr. BARRETT. Yes, sir. We were asked by the Office of Management and Budget to provide some statistical information and some clerical assistance about 1,025 either printing or duplicating facilities. There were 275 recommendations made to either close or downgrade these facilities.

The best estimate we have, based on the last current budget cycle from OMB, is they are recommending that 130 civilian agency plants be closed and 11 Army plants be closed.

AGENCY PLANT CLOSINGS

Senator D'AMATO. Let's go over that. Are you saying a combination of 275 were either closed or converted into duplicating facilities?

Mr. BARRETT. No, sir. What I am trying to say, Mr. Chairman, is they only had time to review 275 before the budget process was concluded.

Senator D'AMATO. They reviewed 275?

Mr. BARRETT. Yes, sir.

Senator D'AMATO. Go ahead.

Mr. BARRETT. The 11 Army plants were voluntarily closed and 130 civilian were slated to be closed or downgraded.

Senator D'AMATO. You are saying 11 Army plants have been recommended or already been closed?

Mr. BARRETT. Army has agreed to close 11 plants.

Senator D'AMATO. The Army has agreed to close those?

Mr. BARRETT. Yes, sir.

Senator D'AMATO. Now give me the next number.

Mr. BARRETT. 130 civilian agency plants.

Senator D'AMATO. What about them?

Mr. BARRETT. They have been recommended for closure or downgrading.

Senator D'AMATO. How many for closure and how many for downgrading?

Mr. BARRETT. I don't have that.

Senator D'AMATO. That is an important factor. There is a difference, isn't there, between closing and converting to duplicating?

Mr. BARRETT. Yes, sir, there is.

Senator D'AMATO. So I would like to know how many for closure and how many for downgrading?

Mr. BARRETT. Tom, do you have that?

Mr. CULLEN. No, sir. I don't have the total listing. I have some of the recommendations, but OMB has not come back to us with their total recommendations.

Senator D'AMATO. No, no, take it easy. We have 275 plants that have been recommended for closure or for converting to duplicating facilities; is that correct?

Mr. BARRETT. That is correct.

Senator D'AMATO. Eleven are Army, and the Army has agreed they are going to close them; is that right?

Mr. BARRETT. Yes, sir, that is correct.

Senator D'AMATO. 130 of the 275 that they reviewed are civilian agency plants out of the 275 that are either going to be closed or converted.

Mr. BARRETT. Yes, sir, that is correct.

Senator D'AMATO. How many of the 130 have they recommended be closed and why don't we have the number?

Mr. BARRETT. I am not sure OMB has given it to us.

Senator D'AMATO. They haven't given it to you?

Mr. BARRETT. No, sir. We haven't received all of the results.

Senator D'AMATO. So I have to ask OMB?

Mr. BARRETT. Yes, sir. It is their study and we provided a little help.

Senator D'AMATO. Do you just do what they say?

Mr. BARRETT. No, sir. We provided clerical assistance, analyzed figures, and provided some database service to them.

Senator D'AMATO. The 11 Army plants that they recommended to be closed, where are they? Do we have a list?

Mr. CULLEN. They are Corps of Engineers plants.

Senator D'AMATO. Do we know where they are?

Mr. CULLEN. No, sir, I don't.

Senator D'AMATO. Would you get that information and furnish it to this committee?

Mr. BARRETT. Yes, sir.

Senator D'AMATO. That is on the 11.

Mr. BARRETT. Yes.

[The information follows:]

The 11 Army Corps of Engineers duplicating facilities recommended for closure are in the following cities:

Memphis, Tenn.; St. Louis, Mo.; Philadelphia, Pa.; Buffalo, N.Y.; St. Paul, Minn.; Anchorage, Alaska; Atlanta, Ga.; Charleston, S.C.; Wilmington, N.C.; Fort Belvoir, Va.; and Detroit, Mich.

LISTING OF CLOSURES

Senator D'AMATO. On the 130, if they have said that we recommend we are going to close or convert to duplicating facilities 130, they must have identified them; isn't that right?

Mr. BARRETT. Yes, sir, that is correct. I think they have identified them, but I have not seen the list, Mr. Chairman.

Senator D'AMATO. Where would that list be?

Mr. BARRETT. With the Office of Management and Budget.

Senator D'AMATO. Would you request that?

Mr. BARRETT. Yes, sir.

[The information follows:]

A complete listing of plant closures, downgrades, and consolidations with geographic addresses has been provided to the staff of the Senate Legislative Branch Appropriations Subcommittee for their use.

Senator D'AMATO. When did they inform you of that?

Mr. BARRETT. I was given this about 2 weeks ago, sir.

Senator D'AMATO. I would like to have that list, and I would like to have, in addition, where those facilities are located.

Mr. BARRETT. All right, sir.

Senator D'AMATO. And which ones are slated to be closed and which ones are slated for downgrading.

Since OMB has not completed its review, can we expect OMB to recommend more changes, or, to your knowledge, are they going to stop at the 275 they have reviewed?

Mr. BARRETT. I understand they will go forward at the next budget cycle with more.

EMPLOYEE REDUCTION

Senator D'AMATO. I see here you said that over the next 2 years, 400 people will be lost through attrition, or most of them you say will be lost through attrition. Have you done a study of how many are going to go through attrition and how many will be what we call RIFed?

Mr. BARRETT. All will be through attrition. I should have made that clear. None will be RIFed. We have been averaging about 200 retirements a year.

Senator D'AMATO. So you anticipate with these closings, you are going to resettle people, offer them different jobs; is that right?

Mr. BARRETT. Yes, sir. If they are ours, we will retrain and resettle them. We will probably not pick up people coming from other agencies.

Mr. CRAMER. Senator, if I may clarify what might be a misunderstanding. These are not our plants. These are executive agency plants and the employees in those plants are not GPO employees. They are employees of the executive agencies that run the plants.

Senator D'AMATO. Would you get the employment impact for this from OMB?

Mr. BARRETT. Yes, sir.

[The information follows:]

The total military and civilian workforce in the 1,025 printing and duplicating plants is 8,979. The number of employees which could be impacted in the 275 facilities recommended to be closed or downgraded is 2,171. Some of these employees will be eligible to retire, some will be retrained by their own agency, but it will be up to the individual agencies to determine how they will handle any surplus employees.

Senator D'AMATO. Do you have any numbers so far?

Mr. CULLEN. We estimate 130 civilian plants, and the best information we have is that approximately 1,000 employees would be involved.

Senator D'AMATO. What is the policy in regard to that? Will they just be laid off?

Mr. BARRETT. Some may be retrained by the agency for which they work. Printing Industries of America has come forward with a program to offer employment assistance to those who cannot find employment with the agency they are working with.

Senator D'AMATO. Who is going to do the printing for these agencies as you close these shops down?

Mr. BARRETT. Most of it will be contracted out. Almost 100 percent of it will be contracted out.

COST OF PROCUREMENT

Senator D'AMATO. What is the cost-benefit ratio?

Mr. BARRETT. Tom, do you know?

Mr. CULLEN. Each one worked out slightly different from the technical information we sent to the OMB. To the best of my knowledge, in-plant printing and duplicating costs incurred by agencies runs from 3 to 10 times more than those costs found in commercially procured printing and duplicating contracts. They will vary from area to area.

Senator D'AMATO. So you are saying that the savings in some cases will be four times.

Mr. CULLEN. Yes, sir. They are estimating on the 130 civilian agencies there would be approximately a \$20 million savings in the first year overall.

GAO BOOKSTORE REPORT

Senator D'AMATO. The successful operation of the GPO bookstores throughout the country is a matter of great concern to a number of Senators. Could you please give us an overall update on your bookstore operations and tell us how you responded to GAO's report of last November?

Mr. BARRETT. Yes, sir. The bookstore program was successful last year. It earned revenues of a little over \$1 million. Of the 26 bookstores, 9 suffered losses, 2 were closed when we were evicted from the State Department and U.S. Information Agency because they needed the space.

To make up for that, we are trying a new project. We are opening a commercial store at 17th and I Streets. We are going to keep commercial hours and be open evenings and Saturdays. We are looking forward to that.

We are implementing most of the GAO recommendations. I have met personally with the staff of the Joint Committee on Printing and we have converted all of the bookstore temporary employees to permanent and upgraded several stores. We intend to sit down with the Joint Committee on Printing staff and complete the recommendations.

Senator D'AMATO. So you are not losing money anymore?

Mr. BARRETT. No, sir. We made money, a little over \$1 million.

Mr. KLUGH. The overall program is making money. However, some individual stores do lose money. This has generally been the trend even in past years. Certain stores lose money and certain stores make money.

Senator D'AMATO. What do you intend to do with stores losing money?

Mr. KLUGH. That is where GAO recommends we look at the location.

Senator D'AMATO. You have closed some.

Mr. KLUGH. The only two we have closed are the two we have been evicted from right here in the District—the State Department and the U.S. Information Agency.

Senator D'AMATO. Are any others still operating and losing money?

Mr. KLUGH. Yes; nine.

Senator D'AMATO. How much money are they losing, the nine?

Mr. DiMARIO. I can give you the net loss for each store in fiscal year 1983. The Birmingham store lost \$31,952, the Cleveland store lost

\$33,359, Columbus lost \$16,004, the Denver store lost \$30,602, Detroit lost \$4,542, the Kansas City store lost \$11,264, the Philadelphia store lost \$33,198, the Pittsburgh store lost \$49,382, and the Pueblo, Colo., store lost \$1,630.

BOOKSTORE EMPLOYEES

Senator D'AMATO. On an average, how many employees do these stores basically have?

Mr. DiMARIO. The total number of bookstore employees is approximately 100. The individual stores would vary from two to six employees, depending on the staffing at any given particular time.

Senator D'AMATO. A couple of them could do with a little better management. You have Pueblo and Detroit and Kansas, three of them, with a loss of \$1,500 and \$11,000. If you implement some management techniques, right, you should be able to do it there?

Mr. BARRETT. Yes, sir. We are trying to do that. We are introducing a marketing program which is new and which we hope will bring more people into the stores.

Senator D'AMATO. Why do you need the stores?

Mr. BARRETT. To provide Government information to the people in the easiest fashion, otherwise they would have to order from Washington.

Senator D'AMATO. Do you think they save money with the stores?

Mr. KLUGH. The price is the same in the store or if ordered by mail. The store is really a convenience to the people.

Senator D'AMATO. But they should certainly, at least, be breaking even, right?

Mr. KLUGH. Yes, sir. That is our goal, to make them all break even. We have been looking at the operation of the stores to make improvements that will help us accomplish this goal.

Senator D'AMATO. What other kinds of improvements are you going to try to make?

Mr. BARRETT. We are going to, as I say, introduce marketing, public service announcements. We are going to let our managers get out and advertise their wares and get on television. Some of them are doing that now, getting on shows and letting people around the area know they are there and letting them know what they have.

RELOCATION OF BOOKSTORES

Mr. DiMARIO. Relocation is somewhat a necessary thing. Our Chicago store, as an example, is in a multistory building and is currently on the 13th floor, I believe. It is not readily accessible to the public in that particular location. I am only using that as an example.

Senator D'AMATO. It is making money, but it could be doing better.

Mr. DiMARIO. Yes, sir. Some of the stores—the Birmingham store, as an example—is in a remote little shopping center. It is not in an area in which it is really accessible to many people.

Senator D'AMATO. Of course, you understand if you move to an area of high public access, you also pay a lot more rent.

Mr. DiMARIO. Yes, sir. That is an issue that we have to examine in relocating the stores. In certain instances we have been forced to relocate bookstores. But we have to examine that question. Relocation certainly can improve some of the stores.

Now one other item. Mr. Barrett indicated before that we are moving into new space here in Washington, into a commercial space. That really is not commercial space in the ordinary sense. What we are going into is a GSA-leased building. It is privately owned, but it is leased by GSA. In fact, it was pursuant to an authorization of the Joint Committee on Printing that we go into commercial space.

We are dressing that store up. It is located in a location of heavy volume of users of Government information. We think that can improve the situation.

We also have relocated the Los Angeles store to a better location. That improved that store immensely.

Mr. BARRETT. In Los Angeles, for example, Senator, we moved to the Arco Mall and we have a very modern looking store there. That was our leading store last year at \$217,000.

I should say that when the program started in 1967, it was by the agreement of the then Public Printer and the then head of GSA that we got all of the stores rent free. When GSA went on a revolving fund, we had to start paying rent and our program immediately suffered losses.

SUBMITTED QUESTIONS

Senator D'AMATO. OK. I think we have some other questions which we will submit to you in writing and ask you to respond to. I would ask you if you could get that information as relates to the plants and send it to us. I would be deeply appreciative.

Mr. BARRETT. Yes, sir. Thank you very much.

Senator D'AMATO. Thank you.

[The following questions were not asked at the hearing but were submitted for response for the record:]

QUESTIONS SUBMITTED BY SENATOR D'AMATO

Question. How much of the total amount of government printing, both in terms of number of pages printed and in total costs incurred, is performed by GPO and how much is done independently by agencies?

Answer.

FEDERAL GOVERNMENT PRINTING

<u>FY 1983</u>	<u>Millions</u>	<u>% of Total</u>
Central Office and Regional Printing Div. (GPO) Printing and Binding Revenue	\$ 181.1	17.7
Executive Branch Printing and Duplicating costs in in-plant operations (OMB printing and duplicating survey)*	376.6	36.9
Commercially procured printing by the Government Printing Office	<u>464.3</u>	<u>45.4</u>
 TOTAL	 <u>\$1,022.0</u>	 <u>100.0</u>

*Executive Branch printing/duplicating costs do not include shipboard plant, mobile topographic or tactical plant nor other mission specific plants operated by the Department of Defense.

The following figures are the latest estimates available on Federal Government printing volume:

<u>FY 1982</u>	<u>Production Units (In Billions)</u>	<u>% of Total</u>
GPO Central Office and Regional Printing	12.8	18.5
In-plant Printing and Duplicating reported by Agencies	17.8	25.8
Commercially procured printing by the Government Printing Office	<u>38.4</u>	<u>55.7</u>
 TOTAL	 <u>69.0</u>	 <u>100.0</u>

Question. Do you anticipate that your personnel reductions will level off in the near future?

Answer. We anticipate that the Government Printing Office will continue to reduce employees but at a lower rate than occurred during the last three years.

Question. To what do you attribute the decrease in the cost of Congressional printing and binding? Is it simply a rather

abbreviated legislative calendar this year, or is it due to more efficient operations at GPO and Congress' efforts to reduce the amount of printed material?

Answer. The decrease in the cost of Congressional Printing and Binding appropriation can be attributed to two factors, namely: Fifty-six percent of the decrease is due to volume decreases brought about by the efforts of Congress to reduce their printing requirement, elimination of duplicative printing, and the reduction of the number of copies ordered; the remaining forty-four percent resulted from rate decreases in most categories which are the result of cost savings and technological improvements by the Government Printing Office.

Question. You had a number of price increases last year. Have you had any since? If so, please indicate in which categories.

Have these increases affected the number of publications sold? What has been the impact on revenue?

Answer. During fiscal year 1982, several actions were taken in the wake of the substantial, recurrent losses incurred by the Sales of Publications Program. These actions did result in higher publications prices.

Near the end of fiscal year 1982, the Public Printer appointed a Task Force to review all aspects of the Sales Program, including pricing. The recommendations of the Task Force were approved in April 1983, and action was immediately taken to reduce the cost elements in the pricing formula by 10 percent. This resulted in lower prices for new publications offered by the Sales Program.

In November 1983, the Public Printer adopted a new pricing formula that was recommended to him by the Task Force. One feature of the new formula is a graduated scale of handling costs for single publications, that varies the charge according to the number of pages. The use of this scale means lower prices for smaller publications, and higher prices for larger ones.

Revenue in fiscal year 1981 was about \$51.3 million. It rose in fiscal year 1982 to about \$55 million and approximately \$57 million in fiscal year 1983.

Through the first five months of fiscal year 1984, revenue has remained equal to fiscal year 1983 levels, but it is expected to decline as the effects of the new formula become more evident.

The number of publications sold declined from fiscal year 1982 to 1983 by about 5 percent. Many factors can affect sales volumes, including the publishing activity of Federal agencies which the current Administration has sought to reduce.

Question. In last year's hearings, we discussed the concerns of the American Library Association with respect to services provided to the depository libraries. Would you please update the Committee on this? Are you confident that you are providing prompt and efficient services to the depository libraries? Can you provide some specifics to justify that confidence? In that

regard, you might want to tell us about your marketing efforts and your public service announcements on the Depository Libraries.

Answer. Last year, the American Library Association (ALA) expressed concern that the decline in the Fiscal Year 1984 Superintendent of Documents salaries and expenses appropriation request might result in a decline in services provided to Federal Depository Libraries by the Government Printing Office. In particular, the ALA believed that the decline in funding could forestall or prevent the distribution of Defense Mapping Agency (DMA) and United States Geological Survey (USGS) maps and Department of Energy (DOE) microfiche to Federal Depository Libraries. The decline of funding was largely attributable to the continuing success of our micropublishing activities and has had no impact on the development of these programs.

The Government Printing Office is committed to improving the services it provides to Federal Depository Libraries. Recently we have entered into an interagency agreement with the DOE that provides for the distribution of 96 thousand retrospective DOE microfiche titles and 15 thousand current DOE microfiche titles to Federal Depository Libraries. This will be an ongoing activity and, in the future, will be fully funded by the Superintendent of Documents Salaries and Expenses appropriation. Also, we are currently in the process of completing an interagency agreement with the USGS that will provide for the distribution of approximately 5,000 USGS and DMA maps annually to Federal Depository Libraries. The distribution of USGS and DMA maps will begin as soon as the interagency agreement is approved and signed and the remaining operating procedures are completed.

In the past year we have placed increased emphasis on the acquisition of documents produced by Federal agencies so that these documents can be distributed to Federal Depository Libraries. With the active support of the staff of the Joint Committee on Printing, our Library Programs Service acquisitions staff has acquired many documents for distribution that otherwise would have been unavailable to Federal Depository Libraries.

The Superintendent of Documents is developing an automated and mechanized system, currently known as the Federal Documents Data Base, that will substantially improve the operations of the Library Programs Service and, therefore, the quality of services provided to Federal Depository Libraries. This system has generated much enthusiasm throughout the Federal Depository Library community.

In an effort to increase public awareness of the information available from the Federal Government, the Government Printing Office has launched a national campaign to promote the Depository Library Distribution Program. Through preliminary contacts with various library professionals and organizations it was determined that two campaigns would be required. The first would inform non-depository librarians about the Depository Library Distribution Program and enlist their support in directing requestors to a Federal Depository Library. The second campaign would alert the general public to the materials and services available at Federal Depository Libraries.

To inform non-depository libraries of the campaign, more than

62,000 libraries have been sent information packets containing material describing the Depository Library Distribution Program. Brochures, bookmarks, promotional posters, and identifying logotype signs have also been distributed to cooperating libraries nationwide. Television and radio public service announcements (PSAs) have been created to introduce the Depository Library Distribution Program to the general public, explain its benefits and encourage action. A major theme of all PSAs is "contact your local library." These PSAs have been approved by the ABC, CBS, and NBC networks and are being distributed to local stations nationwide at this time. Print PSAs describing the Program are being developed and will be sent to more than 15,000 newspapers and magazines around the country.

An additional recent development in the campaign is the acceptance by ALA of the Government Printing Office as a cooperating "partner" in National Library Week. We are also co-sponsoring a market survey project with the New England Library Network. Dr. David Heisser of Tufts University is coordinating the program with Boston University Ad Lab students to measure public awareness of the depository system through telephone surveys and personal interviews.

QUESTION FROM SENATOR BUMPERS FOR THE PUBLIC PRINTER

Question. In a recent newspaper article, it was reported that it would cost the Government \$50.00 a copy to reproduce the Grace Commission Report for public distribution. Subsequently, the report was printed by a private concern for sale to the public at \$10.00 a copy. Would you explain the difference in price between the public and privator sector. Couldn't GPO be more competitive?

Answer. In the Baltimore News-American on February 13, 1984, it was indicated that the Grace Commission Report will be available for sale from the Government Printing Office for \$45.99 and also from the Macmillan Publishing Company for \$9.95. The Government Printing Office did not establish the \$45.99 price that was quoted. Upon checking with the Grace Commission, we found that it had sold photocopies of its draft summary report for \$0.07 per page or \$45.99 for the complete summary report. We have also checked with the Macmillan Publishing Company and found that they will sell only the Grace Commission summary report with a paperback binding for \$9.95. The Macmillan Publishing Company has indicated that their publication titled War on Waste will contain from 500 to 600 pages and may be a condensed version of the summary report.

The Grace Commission Report consists of 26 parts and a summary. Each of the parts and the summary will be sold individually by the Government Printing Office at prices ranging from \$6.00 to \$11.00 for the 26 parts and \$19.00 for the summary. The total Government Printing Office price for all parts and the summary is \$234.00.

In view of the different specifications of the Government Printing Office and Macmillan Publishing Company versions of the summary report, we believe that our prices are competitive.

GENERAL ACCOUNTING OFFICE

STATEMENT OF CHARLES A. BOWSHER, COMPTROLLER GENERAL OF THE
UNITED STATES

ACCOMPANIED BY:

MILTON J. SOCOLAR, SPECIAL ASSISTANT TO THE COMPTROLLER
GENERAL AND GENERAL COUNSEL
RICHARD L. BROWN, CONTROLLER

PREPARED STATEMENT

Senator D'AMATO. Now we will hear from Mr. Bowsher, Comptroller General of the United States.

Mr. BOWSHER. Mr. Chairman, we are pleased to be here today. We have developed a fairly lengthy statement for the record. I would like to summarize that statement here.

Senator D'AMATO. The statement will be in the record as if read in its entirety.

Mr. BOWSHER. Thank you.
[The statement follows:]

STATEMENT OF CHARLES A. BOWSHER

Mr. Chairman and Members of the Subcommittee:

I am pleased to discuss GAO's budget request for fiscal year 1985. The Justification of Estimates for fiscal year 1985, which you already have, describes our request in detail.

When I came to you last year, I asked for funding to maintain the staff level that GAO had in the prior fiscal year. I pointed out that funding at that level would permit stability while I assessed what needed to be done to assure that GAO continues, and builds on, its excellent tradition of service to the Congress. I would like to share with you the assessments that I made and the initiatives I am taking to put GAO in the best possible position to serve Congress.

INTERNAL ASSESSMENTS AND THEIR RESULTS

Following guidance of the Congress, I spent a large part of the past two years learning and evaluating GAO's strengths and its weaknesses. I went to GAO locations in Washington and throughout the country and the world observing our operations and getting the views of individuals and employee groups. I found a need to strengthen GAO's capabilities in automatic data processing, accounting and financial management, and defense areas. I also found that more attention was needed to assure report quality and timeliness. Our training program needed to be updated, especially in areas related to ADP, and we needed more funds so that Washington staff could travel more to the places where our work is performed.

To address these concerns, I established and worked with various task forces which, with the considerable help of senior people in and out of government, examined GAO activities and organizational arrangements. Those assessments defined the needs for which funds are being requested in fiscal year 1985. They led to a series of management initiatives, many of which have been put in place. I would like to mention a few of those initiatives.

Organizational Changes

To assure that GAO has the right structure to focus on agencies and their programs, to facilitate teamwork throughout GAO, to marshal scarce specialized skills and to make them available where they are

most needed and to promote effective staff support, we made the following organizational changes:

- Assistant Comptrollers General for Planning and Reporting and for Operations were designated to concentrate top management attention to these areas which are vital to effective GAO operations. Similar positions were created in each division and region to focus attention on these areas throughout GAO.
- An Assistant Comptroller General for Human Resources was named to direct the activities of the Personnel Office, the Personnel Systems Development Project, and the Office of Organization and Human Development.
- The Information Management and Technology Division was established to evaluate the application of information management resources, including computers and related systems in federal agency operations; to determine the overall effectiveness with which government is dealing with this burgeoning technology; and to spearhead the training of GAO staff in related areas. Greater GAO attention to these areas is needed because of their importance to government operations and the size of federal expenditures.
- The National Security and International Affairs Division consolidated responsibilities previously shared by four GAO divisions. This newly established division will assure the concentrated focus of GAO work in defense related and international areas. It will respond to Congress' concern whether the large military buildups are managed efficiently and effectively.
- The Resources, Community and Economic Development Division was formed, consolidating in one division functions previously performed by the Energy and Minerals Division and the Community and Economic Development Division. This will enable us to better focus our efforts in these areas.
- The Accounting and Financial Management Division was restructured to foster the development of a comprehensive financial management system; to better focus GAO's resources to address accounting and auditing policies and practices; and to review achievements of federal agencies in fulfillment of the

requirements of the Federal Manager's Financial Integrity Act of 1982.

- The Office of Chief Economist was established to concentrate and focus GAO's resources on important economic issues and to provide a central resource to the Office in support of job related economic analysis performed by GAO audit and evaluation divisions.
- The Office of Quality Assurance was established to implement the recommendations of the Comptroller General's Reports Task Force and to assure continuing day-to-day emphasis on job and report quality and on timeliness.
- The Institute for Program Evaluation was refocused to emphasize the importance of evaluation work and of assistance to other GAO divisions in program evaluation and to spearhead the training of GAO staff in related areas. It has been redesignated as the Program Evaluation and Methodology Division.
- To emphasize the common purpose of headquarters divisions and regional offices, the Field Operations Division was abolished. Regional managers, as the representatives of the Comptroller General in their respective regions, now report directly to the Office of the Comptroller General.

These changes complete our planned organizational realignments. They will, we believe, provide a firm basis for effective GAO operations in the years to come.

Emphasis on Planning

For some years, GAO has used an issue area planning approach by which our audit and evaluation work is planned on an office-wide basis. We are presently modifying our planning system. Issue area plans will cover a longer-range period -- 2 to 4 years. Annual work plans are being instituted to help direct staff resources to the places where they are most needed and to assure that individual assignments contribute meaningfully to defined larger objectives. Design, methodology and technical assistance groups are being established to assure that individual jobs are designed well and that they will use the methodology and skills that their objectives require. My top staff and I continue to personally review all new job starts.

Emphasis on Quality and Timeliness

In my statement last year, I mentioned my concern that GAO sometimes takes too long to carry out its work and to communicate the results. I mentioned the work of the Reports Task Force and the wide-ranging recommendations that it made. The Office of Quality Assurance, to which I previously referred, has been created to implement the task force's recommendations and to see that quality and timeliness are always at the forefront of our concern.

We have also instituted a Post Assignment Quality Review System. Using this system, recently completed assignments are randomly selected for review. It is modeled on those used by national professional organizations to monitor the overall quality of work. It provides additional opportunities to identify and resolve problems affecting quality and timeliness. We also have an ongoing project to improve GAO staff writing skills, an important way to help us to communicate more understandably and promptly.

Emphasis on People and Their Skills

I am convinced that our people, their training and skills and the resources available to them are key to GAO's success. Over the past two years, we have made significant progress in overhauling our recruiting, selection, training and staff evaluation processes. The work of our Personnel Systems Development Project continues as a major GAO initiative.

Increased staff training -- particularly in ADP and information management -- is critical to GAO's continued effective performance. We are requesting additional funding in fiscal year 1985 to provide the training the staff needs to keep pace with the technological and other changes that affect their jobs on a day-to-day basis.

Emphasis on Effective Management Information Systems

As you know, GAO also has significant initiatives underway involving our own administrative operations. Last year when we testified before this committee, we proposed funding for the continuance of our efforts to consolidate some 18 administrative systems into one integrated system which we called CAMIS (Consolidated Administrative Management Information System). Due to several uncertainties surrounding the development of that system I committed to monitor it closely and to evaluate carefully whether our approach

would adequately satisfy our needs at a reasonable cost. I have reviewed the progress of the project. We have completed the conceptual design and are into detailed design. While we have had some slippage in some of the milestones, as we reported to you last year, the total system cost will not exceed \$24 million and it will be completed by June 1986.

I remain convinced that CAMIS is necessary for effective operations. CAMIS will not only go a long way to solve our administrative operations problems, but we are also confident that it will be the primary vehicle that will permit us to demonstrate that effective resource management can be accomplished in organizations with complex missions.

GAO'S NEED FOR INCREASED RESOURCES

My assessment of GAO operations shows that to fully meet its responsibilities to Congress, we will need 5,500 staff years -- 500 more than currently authorized. Funding those staff years and providing the training, equipment, travel and other support that the effective utilization of professional staff requires will take \$328.8 million. That is a \$56 million increase over fiscal year 1984.

Of the \$56 million increase, \$15.5 million is generally beyond GAO's control. That amount includes a modest projection to cover inflation and personnel related increases that result from existing legislation and from increases in the cost of office space. Funding associated with the 500 staff year increase is \$25.3 million. The remaining \$15.2 million will fund needed increases in ADP and communications equipment for use by GAO auditors and support staff, in training that is largely related to communications and information technology, and in the travel needed for effective job performance.

The increase is large. But it is needed. While we are now asking for a substantial increase in funding, we believe that GAO has well demonstrated that it is among the most useful resources available to Congress to save money by increasing the efficiency and effectiveness of federal programs. Each year savings resulting from GAO work are many times the amount appropriated to GAO.

I would like now to discuss briefly the factors giving rise to GAO's need for more resources.

Complexity of Federal Programs
and Their Management

The growth of ADP and its application by the federal work force has been dramatic. In fiscal year 1981, the federal government spent more than \$17 billion on ADP systems, related software, and telecommunications. Since then, annual expenditures have grown at least 30 percent. The trend toward the increased use of these systems by federal agencies continues. We have identified over 100 major ADP systems in various federal agencies that have received little or no review to date. These systems support such vital functions as national security, safe air travel, and the control of billions of dollars in funds transfers for our social and economic programs. Given its decline in staff size over the past five years, GAO has simply not been able to bring enough people "on board" who have the skills needed to evaluate the technology--particularly computer related--that is currently being used in federal programs.

I formed a task force, comprised of experts from the private sector and in-house staff to look into this important area and to recommend actions needed to enable GAO to adequately evaluate how information is being managed within the federal government. As a result of task force recommendations, we formed the Information Management and Technology Division (IMTEC). That division is responsible for GAO's government-wide and agency specific work involving the acquisition and management of computers and information technology.

We formed IMTEC by carefully selecting staff with ADP and information management skills located in various GAO divisions. In fiscal year 1984, by cutting other GAO divisions to levels that do not permit even replacing attrition--thus no "new blood"--we reprogrammed resources to allow IMTEC a modest hiring capability. This has provided IMTEC with a total of 144 headquarters and 130 field staff years. This current staffing level allows for only limited audit coverage of existing and proposed systems which are so vital to the government's operations. Much more is needed. The staff in IMTEC must be highly skilled in computer and communications related disciplines so that they can adequately review the acquisition of new or upgraded systems and audit computer systems currently in

operation. The largest part of the increase we are requesting for fiscal year 1985 will go to that division. In that year we will provide IMTEC with an additional 175 headquarters and 155 field staff years.

These additional resources will permit IMTEC to deal more effectively and comprehensively with computer technology used by the government in its major financial, logistics, communications, statistical, research and development, income security, tax, and other systems.

The increase in staff will also provide the capability to train other GAO auditors. This training is critical because it is virtually impossible to conduct major program audits without involving computer related data. For example, much of our program audit work at the Social Security Administration, the Internal Revenue Service, the Department of Agriculture, the Department of the Treasury, the General Services Administration, and the Department of Defense necessarily involves their extensive computer applications.

To further enhance our staff's capability to audit computer systems and to evaluate agency programs which are highly computerized, GAO is seeking to increase its use of computers in its audit and evaluation work. The use of computers can greatly improve our staff's ability to collect and analyze audit data. GAO will require a modest increase in its budget for this computer support. Our fellow auditors in the various Inspector General offices have increased their audit capabilities by using computers. We are also seeing uses of computers in the audit work place of various city, country and state audit organizations, i.e., California State Auditor General's Office, County of San Bernardino Auditor-Controller Office, and the City of New York Auditor's Office. Public accounting firms are also relying heavily on the use of computers.

I can assure you that our request is reinforced by a rigorous planning effort. Our planning efforts to date have included:

- Establishing the appropriate management controls over the use of automated support tools.
- Developing and implementing applicable policies and guidelines for their acquisition and use.

--Implementing pilot projects to determine the appropriate support activities needed for success.

We are introducing technology slowly and carefully to ensure that we are capable of using it to its maximum potential. We are putting mechanisms in place that will permit us to increase our use of electronic work stations and mainframe applications in our audit work. We are very appreciative of the support the committee has given us in the past. Your support of our Electronic Work Station project has made it possible for us to introduce this technology into the agency. What we are requesting today for ADP support is entirely consistent with what we have presented to the committee in the past.

Increases in Defense Spending

Over the past five years, GAO's staff size has declined from the 5,200 staff years available to it in fiscal year 1980 to 5,000 staff years in fiscal years 1983 and 1984. During this same timeframe defense related expenditures have grown dramatically. Defense activities have had budget increases of 81 percent between 1980 and 1984. Continued significant growth is projected over the foreseeable future.

This increase in defense spending carries with it the need for GAO to increase its work in defense related areas. The Congress expects GAO to inform it on the manner in which the increases are being used, on the efficiency of defense programs and whether they are meeting congressionally directed objectives. This is the primary reason for forming a single division--NSIAD--rather than having our defense related work split among four divisions.

The increase in GAO's defense related work cannot be met by reducing our effort in connection with other federal programs. Spending for nondefense programs has not increased materially. But pressures for continuation of, at least, existing levels of service without spending increases have made it all the more important to assure the efficiency and effectiveness of the delivery mechanisms used by federal agencies.

The Federal Manager's Financial Integrity Act of 1982

That act made clear the emphasis that Congress is placing on improving management and internal controls used by federal agencies.

GAO is well situated to make significant contributions to effective implementation of the act and to assist the Congress in its oversight. The act involves an area of long standing GAO emphasis. It provides an important vehicle to get needed improvements in federal agency management. Present GAO work in this area now encompasses the 20 largest federal departments and agencies. While GAO's longer-range approaches to financial integrity objectives are now being developed, it is clear that GAO audits and evaluations are needed to help the Congress and executive agencies achieve financial integrity objectives. This will require a significant GAO resource commitment.

I might add here that GAO continues to support the establishment of the Government Accounting Standards Board which would promulgate uniform accounting standards for state and local governments. This would be very useful to federal agencies in that it would make uniform and objective the reporting of financial information by state and local governments. The attachment to my statement suggests language that could be included in our appropriation to provide \$100,000 for such support.

EXAMPLES OF GAO WORK RESULTING

IN FISCAL YEAR 1983 SAVINGS

I believe that GAO's contribution during fiscal year 1983 was impressive, and I would like to mention some of the accomplishments of our people. An important measure of GAO's effectiveness is that in fiscal year 1983 we identified \$4.5 billion in collections and other benefits that resulted from GAO work. This equaled 17.7 times the amount appropriated to GAO in that year. As large as these one time savings are, they are conservatively computed. Where multi-year savings result from GAO recommendations, they include, for the most part, only savings realized during the first year of implementation. In addition, many GAO recommendations improve the effectiveness of federal operations in ways that cannot be measured.

GAO's work often raises questions concerning the cost-effectiveness of programs or activities. This can lead to the termination of programs by the Congress or responsible agencies. During fiscal year 1983, GAO identified ten federal programs or

activities which were terminated as a result of GAO's reviews for a total savings of \$641.9 million.

GAO's evaluations identify many other ways to change operations so that costs are reduced, but program effectiveness is maintained. When these changes are implemented, funds are not expended that otherwise would have been. Examples of GAO-influenced cost reductions identified in fiscal year 1983 include:

Defense Spending

- GAO reviewed the justifications for the Army, Navy, Air Force and Marine Corps fiscal year 1983 appropriation requests for conventional ammunition. We found that, if the funding requests were approved, some inventory levels would have exceeded requirements, that several procurements were premature because of production and performance problems, and that some cost estimates were overstated. As GAO recommended, the Congress made a number of line-item reductions for each service and reprogrammed other funds saving a total of \$540.7 million.
- GAO provided information to the Congress which questioned the Navy's need for fleet oiler and salvage ships it was planning to construct. Based on this information, the Congress reduced fiscal year 1983 funding for both programs and directed the Navy to reduce its fiscal year 1984 budget request for salvage ship construction resulting in savings of \$307.5 million.

Health Programs

- GAO reported that certain Medicare payments to Group Practice Plans were not consistent with the Social Security Act or Department of Health and Human Services regulations. GAO recommended that these payments be terminated. The Department took action to eliminate these payments, saving \$3.9 million.
- As part of its plan to construct a new Naval Regional Medical Center, the Navy intended to "mothball" the current medical center building. GAO pointed out that the Navy could use the vacant building for several support activities, thus eliminating additional construction needs. The Navy decided to use the old medical building for enlisted personnel housing instead of building new housing at a savings of \$12.0 million.

--In a report to the Congress, GAO identified numerous opportunities to increase interagency medical resource sharing. GAO concluded that eliminating legislative and administrative obstacles and implementing a structured federal interagency sharing program would benefit both the federal government and its health care beneficiaries. The report also contained legislative recommendations to encourage sharing and to remove obstacles.

Legislation based on the report's recommendation was enacted. The total potential savings which would result from coordinated planning and sharing of federal medical resources is difficult to estimate. GAO has testified that, if a legislatively mandated and fully operational interagency sharing program is achieved, federal direct health costs (over \$10 billion annually) could be reduced by as much as \$100 million a year.

Other Activities

--In Congressional testimony, GAO discussed the limited accomplishments of the Environmental Protection Agency's "Superfund" hazardous waste program. We pointed out that Superfund spending lagged far behind appropriated spending levels and that implementation problems were not caused by lack of funds. For fiscal year 1983, the Congress reduced EPA's appropriation request for Superfund activities for a savings of \$20.0 million.

--In a 1982 report to the Commissioner of Internal Revenue, GAO pointed out that taxpayers were apparently claiming improper geothermal energy income tax credits. GAO estimated that millions of dollars in improper claims were allowed between 1978 and 1980. In response to GAO's report, IRS issued an information notice to its people in districts and service centers alerting them to the possibility of improper claims and to the rigorous requirements that have to be met before a claim can be allowed. IRS is also considering revising instructions on the energy credit claim form to provide taxpayers with a better definition of geothermal resources.

CONCLUSION

Over the past fifteen years the Congress has recognized the need, and has taken steps, to improve its own evaluation and analytical support. The intervening years have made clear the wisdom of those actions. The Congress has greatly strengthened its information base for use in oversight of executive branch agencies and in legislative decisions.

The increase in resources that GAO is now requesting will fill a present congressional need to maintain and to build on that base. GAO's ability to evaluate all aspects of agency operations, regardless of the sophistication of the technology that they employ and to respond fully and promptly to committee and member requests regardless of the subject matter, requires strengthening along the lines described above.

Our request represents staffing levels that we believe will be needed in fiscal year 1985 and over the foreseeable future. Our present intention is to stay at that level barring unforeseen circumstances. We do not plan to ask for increases over that level in subsequent years.

In a very real sense, providing the resources to strengthen GAO is an investment which will yield substantial and tangible paybacks. A fully staffed and effective GAO is among the most useful resources available to Congress to reduce federal expenditures and to ensure that programs and agency operations are carried out efficiently and effectively.

ATTACHMENT

ATTACHMENT

"Provided further that this appropriation shall be available to finance a portion, not to exceed \$100,000, of the costs of the Governmental Accounting Standards Board."

The Governmental Accounting Standards Board is sponsored by the Financial Accounting Foundation, a private, non-profit corporation with public and private sector membership. We believe it's desirable to support the board in its early start up years.

The Governmental Accounting Standards Board will promulgate uniform accounting standards for state and local governments. These

standards will be very useful to the federal government in general and particularly to the General Accounting Office because they will provide more uniform and objective reporting of financial information by state and local governments. Such information is needed by private investors to make more informed investment decisions (e.g., the purchase of state bonds), as well as by federal agencies to determine whether grant and revenue sharing funds are being properly spent.

Uniform standards will ease substantially the burden of tracking the application of block grant funds and will assist us in maintaining accounting standards for the federal sector. The Board will be financed predominantly by state and local governments and private sources. The General Accounting Office participated with the Committees that organized the Board and it is important that the federal government join with other sources to support the Board's initial operations.

MR. CHAIRMAN:

We are requesting \$5,649,000 in supplemental funds for fiscal year 1984. This request is based on the cost to GAO of paying for the 3.5 percent civilian cost-of-living adjustment that became effective on January 8, 1984.

Personnel costs in FY 1984 account for 76 percent of our budget, about the same level as in FY 1983 (77 percent). I would like to absorb part of this request, but we have examined closely our financial requirements for the balance of the fiscal year and find it impossible to free up funds at this time without causing serious disruption to our operations.

We will continue to review our financial requirements and will notify the committee should funds be identified to offset some of our supplemental request.

BASIS FOR BUDGET REQUEST

Mr. BOWSHER. When I was appointed Comptroller General in 1981, I did not make any immediate changes to the organization or operations of GAO. Having a 15-year term, I took the time to look around and see what the operation was all about and get to know my people.

At that time, I asked the Appropriations Committees to let me have a stable organization of around 5,000 average positions. I thought I could then look the operation over and make the organizational changes that I thought were necessary and then come back and tell you what we think is needed for the balance of this decade and on into the 1990's.

That is what we have done with this budget request. This is my third appearance before the Senate Appropriations Committee. What we are now doing is trying to lay out what we think we need for the next 10 years. We have presented the entire picture here. We are asking for an additional 500 average positions primarily for the computer area. The request is really for three areas. I would like to discuss those three areas, if I could.

One of the task forces that we pulled together was in the computer and related communications area. We looked at how well we had been doing in reviewing the big computer systems in the Federal Government. In truth, we recognized that we needed to do a lot more. We found that GAO didn't have the appropriate people with the requisite background and training.

So we decided to establish a unit in GAO to concentrate on this computer area and to review the 100 largest or most important ADP systems in the Federal Government. We looked at 146 of what we thought were the critical systems. By critical systems I mean the social security system, the IRS system, the medicare system; the systems that really make a difference in what the citizens get from the Federal Government. Also, there are the logistic systems used by the Department of Defense.

We have been able to review only 17 of those 146 systems over the last 10 years with the complement of people we have. We have now pulled people having ADP and related skills together in a single division. Of the 500 additional average positions that we are asking for, 330 would go into this area.

ORGANIZATIONAL AUDIT NEEDS

What we really need is people who are the people getting that kind of training in school today. Then we propose to look at the really large critical systems, at how well they are working, and at plans for the new systems.

One of the 17 systems we did look at is that for Social Security. We issued several reports on it. They now have a \$500 million program ready to go to improve their systems. We feel we have to have the kind of talent needed to review that system to see how well it is going.

DEFENSE AREA

The second area is defense. We have about 25 percent of our people doing audit and evaluation work in the defense area. We think we have done a fine job in certain areas, such as in major weapons systems. We have been issuing about 20 to 25 reports a year on major weapons systems. I think we have been keeping the Congress pretty well informed.

We also have been looking at military readiness, as to whether money being spent is really improving readiness. We think we have done a pretty good job there.

There are a couple of other areas we think we need to devote more resources to, such as understanding defense contractors' systems. To a certain extent, this resulted from changes made in the late 1960's, when Congress held some hearings and decided to create DCAA and to put the primary responsibility for auditing Government contracts in the defense area with that organization. That was fine. But over the years we lost a lot of people who had a good understanding of defense contractors and their systems. That showed up in the last year and a half in connection with spare parts. If we wanted to go out and find out what happened, we were able to do so on kind of a crash basis. But we need 82 more average positions in the defense area to go to the defense contractors' plants to obtain knowledge of their systems.

We are not going to duplicate DCAA's work and we are not going to concentrate our reviews on individual contracts like DCAA does.

Senator D'AMATO. What does DCAA stand for?

Mr. BOWSHER. The Defense Contract Audit Agency.

SPARE PARTS AUDITS

Senator D'AMATO. How closely do you work with the Defense Contract Audit Agency?

Mr. BOWSHER. When we plan to do any work, such as on spare parts, we check with DCAA to find out what it has been doing.

Senator D'AMATO. What about on the spare parts, and particularly the situation as it related to Pratt and Whitney and DCAA and Mr. Spanton, the auditor who first revealed this? I mention this to you because I know you are aware of this situation.

Mr. BOWSHER. Yes, sir.

Senator D'AMATO. What did you find there?

Mr. BOWSHER. We found that he raised a legitimate concern about the reasonableness of compensation provided to employees and executives in the aerospace industry. However, when we looked at his calculations and his facts, we couldn't support his approach and, therefore, we questioned his estimate. He had used selected categories of workers and projected the results beyond that which would seem to be warranted. He did two or three things like that. So we couldn't support that his conclusion was the true picture at Pratt and Whitney. But we did say in our report that we thought he had raised an issue that needed to be addressed.

We are doing some additional studies at several other major defense contractors to see what the pattern has been regarding wage increases. Once an industry thinks it is going to get a revenue stream out of the Treasury to support its wage increases, the pressure is not as great to come to reasonable settlements in annual wage determinations—for blue- or white-collar employees.

So I think the subject needs a periodic review, and that is what we are trying to do. It relates to the issue he raised.

Senator D'AMATO. Did he raise a legitimate issue?

Mr. BOWSHER. He raised a legitimate issue. What we didn't think was legitimate were some of his calculations.

Senator D'AMATO. What about some of the specific allegations that he raised with regard to moneys being reimbursed for entertainment and other kinds of activities of Pratt and Whitney down in Florida in particular?

Mr. Socolar. We didn't look into that aspect of his allegations. We were asked to review his report with regard to the salary level issue.

Senator D'AMATO. Now with regard to—

Mr. BOWSHER. I think the Defense Agency and others were working on those other allegations.

Senator D'AMATO. Who asked you to look into that?

Mr. BOWSHER. Chairman Brooks of the House Government Operations Committee.

Senator D'AMATO. What if a Member of the Congress would want you to focus in specifically in regard to the allegations of impropriety as it related to Government funds being used for the purchase of entertainment, dinners, and contributions?

Mr. BOWSHER. We have done a number of such studies over the years. Senator Proxmire and others have asked us to look into these kinds of concerns, and we have done it many times.

Senator D'AMATO. Then you report to the individual Member?

Mr. BOWSHER. Yes, but we try to do most of our work through the committee structure. So we generally are reporting to the committee that requested the work.

Senator D'AMATO. How has your cooperation been with the DCAA?

Mr. BOWSHER. It has been pretty good. Right now, we are doing some reviews from which we plan to come up with an overall evaluation of the DCAA.

Senator D'AMATO. Are you evaluating them?

Mr. BOWSHER. Yes, we are.

Senator D'AMATO. They need it.

Mr. BOWSHER. Well, that is the general impression.

Senator D'AMATO. Impression?

Mr. BOWSHER. Yes.

Senator D'AMATO. I want to tell you something; This is my own feeling. That fellow Starrett—is that the fellow's name?

Mr. BOWSHER. Yes, he is the head of DCAA.

Senator D'AMATO [continuing]. Should be out of there. He is an absolutely incredible disgrace as far as I am concerned, and to see Spanton, the clerk who brought some of the things to our attention, being persecuted. It is maybe one thing to disagree with someone and say your work has not been done with the kind of definiteness that you can substantiate some changes, and it is another thing to be requested to retire, transfer, fire, and the kind of abuse that he had to endure. That came right from the top. And that is absolutely—how do I get you to look into that?

Mr. BOWSHER. I think that is being looked at by the Merit Systems Protection Board.

Senator D'AMATO. When you don't want to do something, it is incredible. That is being looked at by the Merit Protection Board, who will look into it for the next, lord knows, how many months and months it will be dragging on before they finally come through with their report. If it is a negative one, he will be told and he will quietly resign, and he should have been out a long time ago. That is nonsense.

I want to tell you something. The system works when you want to cover something up. That is obvious to me. Do you have a response to that?

Mr. BOWSHER. You will have to help me here, Milt.

Mr. SOCOLAR. We would certainly not be adverse to looking into the whole situation. But I don't think it would be particularly appropriate for us to intervene in an administrative process that is ongoing.

Senator D'AMATO. That is what the Defense Secretary said when I asked him why doesn't he suspend the fellow. He says, "Oh, we have to wait for the Merit Protection Board." Of course, they weren't so quick to respond to the Merit Protection Board when they recommended that Mr. Spanton, the poor auditor they all came down on, that his rights were being abused. They had him out of the door.

Now we have the process of saying, "Well, we have to protect. We have to wait until the Merit Protection Board does its job."

Mr. SOCOLAR. Rightly or wrongly, we do have a general policy of not intervening when judicial bodies or judicial-like bodies have a particular matter under consideration. We consider that wouldn't be appropriate for either side.

Senator D'AMATO. Who has requested that you review the audit people? Where did that request come from?

Mr. BOWSHER. We started some of that work ourselves, shortly after I came into office. We are considering how much work GAO should be doing in connection with Defense contractors and how much should be done through the Defense establishment itself.

Normally what we do is to see how audit work is being done by DCAA and report on that to the Congress.

Senator D'AMATO. I didn't intend to pursue this line of questioning, but when you told me how you worked on the auditor, it touched a little point.

Mr. BOWSHER. I understand that. It is a sensitive area up here. We are doing that work for the House Committee on Government Operations and the Senate Committee on Governmental Affairs.

Senator D'AMATO. When will that report be done?

Mr. BOWSHER. It is due in late July or August. We are looking at different aspects of DCAA's operation, so it will be a series of reports.

Senator D'AMATO. Would you supply this committee with a copy of those reports when they come out?

Mr. BOWSHER. Yes, sir.

Senator D'AMATO. Not long after it hits the press. I mean at the same time.

DISTRIBUTION OF GAO REPORTS

Mr. BOWSHER. You know how our procedure works.

Senator D'AMATO. No, I really don't. [Laughter.]

Mr. BOWSHER. When a committee requests a GAO report, we deliver it to the committee with an embargo generally not exceeding 30 days. If they release it immediately at a hearing, for example, it becomes a public document immediately.

Senator D'AMATO. Or if they release it over the telephone to some news commentator?

Mr. BOWSHER. We have no control over how a requester chooses to release information from a report once we hand it over. As soon as we learn of its release, however, we make it available to all interested parties.

Senator D'AMATO. Can you give me a copy of it when you give it to the other committee? Will this committee receive it then, too?

Mr. BOWSHER. Our policy is to give it only to the requesting committee on an embargo basis. If you would like to have it, we can ask permission to release it. We have many times said that such-and-such committee chairman would like to have a copy of a report. They often say, "Sure, give it to him."

We have a protocol by which we take care to advise the requesting committee that somebody else wants a report that they requested.

Senator D'AMATO. I can read it in the newspapers long before I ever get it.

Mr. BOWSHER. We are anxious to get our reports out to all of the Members as soon as we can. Eventually everything we do becomes public.

Senator D'AMATO. I understand. It is a question whether it is old news or new news. [Laughter.]

Please continue.

FINANCIAL MANAGEMENT AUDITS

Mr. BOWSHER. I have already talked about our additional resource needs in the computer area and in the defense area. The third area where we need more resources is financial management. Two years ago the Congress passed a new bill called the Federal Managers' Financial Integrity Act, which is a fine piece of legislation. This act requires the heads of the major agencies, on an annual basis, to report how their sys-

tems stand, how their internal controls are working, and what plans they have for improvement.

We have put a big effort into reviewing those reports, and we plan to continue that effort on an annual basis. I think that is going to do more to improve financial management systems and related internal controls in the Federal Government than anything else in recent times. So we feel we have to make a major effort in that area.

We are working closely with the Inspectors General and other people in the departments having related responsibilities.

So those are the three big areas where we need more resources. We feel if we can make the increased investment in those three areas, plus all the other work we do, we will be doing the type of work that will have a substantial payoff for the Congress. This past year we had an almost 18-times payback in measurable savings over the amount of our fiscal year 1983 appropriation.

Looking down the road, with so many programs on computers today, we have to be able to handle that area. We have to be able to handle the additional work in the defense area, and we think it is very important to do additional work in the financial management and internal controls area.

EQUAL EMPLOYMENT OPPORTUNITY

Senator D'AMATO. It seems that the GAO has received some criticism from within and in the media on some of its equal employment opportunity practices.

Mr. BOWSHER. Yes, sir.

Senator D'AMATO. Would you describe your affirmative action program and explain why some of your own people seem to be critical of how it is working?

Mr. BOWSHER. Yes. We have an affirmative action program that sets up goals. We monitor the program and work toward meeting our goals. We have worked with our various civil rights employee groups. We have some people that right now are unhappy about the number of promotions being given. They would like to see more promotions. We also would like to see more promotions.

But we have been an organization of about the same size for close to 10 years now. So you just don't have a lot of promotions, particularly above GS-12. Our profile is improving each year, but we have not met our affirmative action goals that were set for blacks at the GS-13 through GS-15 levels. So we are working very closely with our line organizations.

I made a statement at our recent black history program that I would like to put in the record, if I could, Mr. Chairman. I think you will see that it speaks right out to the organization that we are working on this problem.

We have every intention of improving our profile so that it is representative of the labor force in the country. We do have some people in the organization who feel that we are not promoting enough minorities fast enough to senior grades. We are making promotions on merit se-

lection, which has been the system for quite a while. We wish we had better results in terms of our affirmative action goals.

If I provide you, for the record, a copy of our affirmative action plan and my statement at the black history program, I think you will get a good feel for management intentions and what we are trying to do.

I don't have any concern about our top team. We are trying to get the same commitment and action throughout the organization. We have a good attitude and good people. We wish we could move faster toward the achievement of our goals. So I share some of the concerns these people have raised about promotion opportunities into higher grades.

[The information follows:]

COMPTROLLER GENERAL'S REMARKS AT BLACK HISTORY PROGRAM—FEBRUARY 16, 1984

Good morning and welcome to our program, this is the third time I've had the privilege of joining you on this annual occasion and I've always enjoyed it very much. I'm also looking forward to meeting after the program with officials of the GAO chapter of Blacks in Government as well as the guests who share the platform with me today.

You may recall that last year we had as our guest speaker the immediate past Chairman of the U.S. Commission on Civil Rights, Dr. Arthur S. Flemming. He predicted that 1983 would be a trying year for the Commission in particular, and for the civil rights movement in general.

Events seem to have borne out his prediction. As we all know, the Commission has undergone significant and controversial structural changes. Its policies and priorities, as outlined at a recent meeting that received major media attention, appear to be moving in a sharply new direction for the first time since the Commission was established by Congress in 1957.

In another recent controversial development in the Federal sector the head of a small agency—following a path set several months ago by the Department of Justice— notified the Equal Employment Opportunity Commission that his agency would no longer use numerical goals designed to help overcome the underrepresentation of minorities and women in the work force.

I suspect that highly visible developments like these—coupled with what in this political year is generally labeled as the "fairness" issue and the "gender gap"—may have prompted some among you to wonder whether GAO may be influenced by what is perceived to be a major redirection of equal opportunity activity in the executive branch.

I want to assure everyone that while I'm the Comptroller General there will be no changing direction in our pursuit of equal employment opportunity. We shall continue the affirmative action course we've charted. We will continue to vigorously follow both the letter and the spirit of the 1964 Civil Rights Act which was amended in 1972 to include Federal agencies.

Since 1972 we've come a long way in opening employment opportunities for minorities and women in GAO. To pace our progress over the years we have consistently used numerical goals, even when they were an optional tool under the old Civil Service Commission. I do not intend to abandon goal-setting as a mechanism for helping us to identify our objectives and to gauge our progress toward their achievement.

We will continue setting numerical goals in our affirmative action plans because I have seen no evidence to indicate that operationally they are being improperly managed as quotas—quotas to either bring people in or to keep them out, or to pace their progress in the agency.

Too often in the public dialogue on affirmative action the terms "goals" and "quotas" are used interchangeably. This is unfortunate because they are not the same thing. Using them as synonyms distorts the dialogue and causes serious misunderstandings about what affirmative action is and should be.

Let me repeat what I said in the introduction to our present affirmative action plan: "I wish to emphasize that the plan sets forth goals—not quotas. Just as we would not abandon quality considerations to increase the production of audit reports, we will not abandon merit considerations to achieve affirmative action goals. Merit employment and affirmative action are not incompatible principles. Our goals are rooted in this belief."

We must do everything possible to ensure that through experience and training, on the job and off, all of our people receive fair and equitable opportunity to grow and develop in their profession and compete for advancement. We need to be sure that performance is appraised as fairly as possible, that developmental needs and opportunities are identified and effectively pursued, and that potential for advancement is assessed as fairly and objectively as we can. In short, we need to continue to affirmatively address equal employment opportunity in all aspects of our operations and management. I have stressed this and will continue to stress this to GAO managers at all levels.

A point I want to underscore is that achieving equal employment opportunity does not necessarily guarantee equal results. This has been noted so often by so many that it has almost become trite. What is usually left unsaid, however, is that without constant vigilance one can never be sure that equal opportunity is alive and well in the workplace.

We will do everything possible to see that our employment policies and practices are free of prohibited discrimination and that everyone has a fair chance to compete equally for the tangible and intangible rewards that GAO has to offer. Within this environment results will be determined by the efforts of individuals.

Equal opportunity is not something that can be left to chance. It is something that has to be continually attended to and we shall keep at it in an affirmative way. The historical struggle by minorities and women for their right to equal opportunity reminds us that we all share this struggle and will always need one another's example and help in winning it.

U.S. GENERAL ACCOUNTING OFFICE AFFIRMATIVE ACTION PLAN—FISCAL YEARS 1983-84

INTRODUCTION

This affirmative action plan presents a framework within which we will strive to improve the racial, ethnic, and gender profile in the GAO workforce.

Because of budgetary and other constraints which limit our opportunities to make hiring and promotion decisions, the profile we aspire to cannot be achieved easily or quickly. I am committed, however, to systematically improving our profile as rapidly as possible within these constraints, and consistent with equitable treatment of all employees and applicants for employment. This plan will apply to fiscal years 1983 and 1984, subject to some updating which may become necessary during the period covered. A new plan will be prepared for fiscal year 1985. It will consider our experience under this plan, the implications of changes we will be making in our personnel system and organizational structure, and the knowledges and skills we think we will need to do the future work of the Office. After fiscal year 1985, we hope to develop a plan which has a longer term outlook.

This plan considers the total GAO workforce in broad occupational groups including the evaluator and evaluator-related group which, representing more than 70 percent of our employees, is by far the largest. Other groups are attorneys; managers, administrators, and others; and clerical and technician. Each of these groups is addressed separately in the plan.

The development of the plan entailed a great deal of thought and discussion, particularly with regard to the evaluator and evaluator-related group and how we can best seek to achieve the proper balance in this large part of our work force. In this regard, the comments and suggestions of our Civil Rights and Women's Advisory Councils and Hispanic Employment Program Liaison Group were very helpful.

The plan does not attempt to translate GAO-wide goals into goals for each major organizational unit. However, EEO and affirmative action concerns with respect to our evaluator and evaluator-related occupational group were discussed with Division Directors and Regional Managers in the course of our recently completed FY 1984 needs determination process. In addition, I will in the future be meeting with each unit head to review the plan and discuss the commitment which the unit should make to achieving the plan's objectives in the light of its own employment profile and the opportunities for affirmative action within the particular unit.

I believe the goals in this AAP are reasonable and challenging and that with diligent effort they can be met. Their achievement will be clear evidence of the GAO commitment to equal employment opportunity through affirmative action.

I wish to emphasize that the plan sets forth goals—not quotas. Just as we would not abandon quality considerations to increase the production of audit reports, we will not abandon merit considerations to achieve AAP goals. Merit employment and affirmative action are not incompatible principles. Our goals are rooted in this belief. Consequently, all staff members involved in making decisions related to recruitment, hiring,

career development, promotions and related personnel matters shall give the goals judicious attention and take all reasonable steps to foster their achievement. With dedicated commitment and cooperation by all units and people in the agency I'm confident we can meet our affirmative action objectives.

Charles A. Bowser
Comptroller General
of the United States

Explanation of Abbreviations and Terms

Race/Sex Categories

WM - White Males
WF - White Females
BM - Black Males
BF - Black Females
HM - Hispanic Males
HF - Hispanic Females
OM - Other Males Asian/Pacific Islanders;
OF - Other Females Native Americans; Native Alaskans

Labor Forces

- CLF - Civilian Labor Force - The number of persons 16 years of age and over (skilled and unskilled), except those in the armed forces, who are employed or who are seeking employment. (Data obtained from Equal Employment Opportunity Commission Management Directive 702 - December 11, 1979.)
- RLF - Relevant Labor Force - Those persons in the CLF who are qualified, or can readily become qualified, to perform the task associated with a particular type and level of work (including different wage levels within the occupation) and who would reasonably be expected to seek employment when considering such factors as pay scales and geographic location. (National RLF data for GAO Evaluators was developed by Paradigm Consultants in 1981 based on the academic disciplines and skills of those persons hired by the agency for auditor positions during 1977-79. This data was reviewed and approved for use in affirmative action planning by the agency's EEO Goals Committee in November 1981.)
- LFV - Labor Force Variances - Labor force variances measure the degree to which the existing profile of a workforce by race/sex categories differs from the profile existing in the reference or benchmark workforce (CLF, RLF, etc., as appropriate). A numerical variance for a particular category is the number by which the category is either above or below its respective benchmark, given the size of the total existing workforce or grade groupings. A percentage variance for a particular category is the percentage associated with the numerical variance for that category. See example on the bottom of page 10.

FY 1983-1984 Affirmative Action Plan
Civilian/Relevant Labor Force Standard
For GAO Evaluators and Evaluator-Related Group

Grade Band	Race/ Sex	Civilian Labor Force (CLF) %	Relevant Labor Force (RLF) %	CLF/RLF* Mid-Point %
7-9	WM	48.5	56.4	52.4
	WF	34.7	32.2	33.4
	BM	5.1	2.6	3.8
	BF	4.7	4.1	4.4
	HM	3.7	1.6	2.7
	HF	2.3	0.9	1.6
	OM	0.6	1.3	1.0
	OF	0.4	0.9	0.7
Totals		100.0	100.0	100.0
11-12	WM	48.5	73.8	61.1
	WF	34.7	15.3	25.0
	BM	5.1	2.7	3.9
	BF	4.7	2.0	3.3
	HM	3.7	1.8	2.8
	HF	2.3	0.4	1.4
	OM	0.6	2.8	1.7
	OF	0.4	1.2	0.8
		100.0	100.0	100.0
13-15	WM	48.5	83.4	66.0
	WF	34.7	7.0	20.8
	BM	5.1	1.8	3.4
	BF	4.7	0.8	2.7
	HM	3.7	2.2	3.0
	HF	2.3	0.5	1.4
	OM	0.6	3.4	2.0
	OF	0.4	0.9	0.7
		100.0	100.0	100.0

*The percentages in the right-hand column are used in determining labor force variances in the evaluator and evaluator-related series. They represent the median of the CLF and RLF figures. This standard reasonably and affirmatively reflects the agency's commitment to eventually achieve greater diversity among its staff than presently exists in the national RLF because of the lingering effects of past discrimination. At the same time, the standard recognizes that the CLF by itself is unreasonable because it does not take into account the qualifications needed to perform a particular type of work.

Occupational Groupings by GS Series

Evaluators

347 Evaluators

Evaluator Related Series

028 Environmental Protection

Specialist (Expert)

101 Social Science Analyst

110 Economist

Evaluator Related Series

130 Sup. Foreign Affairs Analyst (Expert)	896 Industrial Engineer
334 Computer Specialist	987 Tax Law Specialist (Expert)
343 Management Analyst	1160 Financial Analyst (Expert)
345 Program Analyst	1350 Geologist (Expert)
510 Accountant	1510 Actuary
511 Auditor	1515 Operations Research Analyst
602 Medical Officer (Expert)	1520 Mathematician
801 General Engineer (Expert)	1529 Mathematical Statistician
810 Civil Engineer	1530 Statistician
855 Electronics Engineer	

Managers, Administrators and Others

018 Safety Manager	505 Financial Manager
080 Security Administrator	560 Budget Analyst
160 EEO Specialist	856 Electronic Technician
180 Counseling Psychologist	950 Para Legal/Adjudicator
201 Personnel Management Spec.	1071 Audio Visual Spec.
212 Personnel Staffing Spec.	1081 Public Information Spec.
221 Position Class. Spec.	1082 Writer/Editor
230 Employee Relations Spec.	1084 Visual Information Spec.
233 Labor Relations Spec.	1101 General Business & Industry Spec.
235 Employee Development Spec.	1102 Contract & Procurement Spec.
301 General Administrator	1410 Librarian
330 Computer System Administrator	1412 Technical Information Spec.
340 Program Manager	1654 Printing Specialist; Printing Assistant
341 Administrative Officer	
342 Office Services Supervisor	
501 Financial Administrator and Program Administrator	

Managers, Administrators and Others

1701 General Education &
Training Spec.

Attorneys

904 Law Clerk

905 General Attorney

Clerical and Technician

181 Psychology Aid and Technician	503 Financial Clerk & Assistant
203 Personnel Clerical & Assistant	525 Accounting Technician
301 General Administrator	530 Cash Processing Clerk
303 Miscellaneous Clerical & Assistant	540 Voucher Examiner
304 Information Receptionist	544 Payroll Clerk
305 Mail and File Clerk	590 Time & Leave Clerk
309 Correspondence Clerk	599 Accounting Student Trainee
312 Clerk-Stenographer & Reporter	986 Legal Clerk & Technician
318 Secretary	990 Claims Examiner
322 Clerk Typist	998 Claims Clerk
335 Computer Clerk & Assistant	1001 General Art & Information Specialist
344 Management Assistant	1087 Editorial Assistant
350 Duplicating Equipment Operator	1105 Purchasing Clerk
351 Printing Clerk	1106 Procurement Clerk & Assistant
356 Data Transcriber	1411 Library Technician
361 EEO Assistant	2005 Supply Clerk & Technician
501 General Accounting Clerical & Administrative	2132 Travel Clerk & Assistant
	2135 Travel Clerk

Evaluators and Evaluator-Related Staff

The evaluator and Evaluator-related occupational group, the largest component of the GAO work force, represents more than 70 percent of the total. The benchmarks used to measure labor force variances and to calculate affirmative action goals for this occupational group are set forth on page 2. The variances from the benchmarks as of September 1982, by GS grade grouping and in total, appear on page 10.

It should be noted that using the CLF/RLF midpoint in computing the labor force variances produces some relatively large numbers, particularly at the GS 13-15 levels. This results from giving equal weight to the CLF and RLF benchmarks in order to assure that affirmative action goals will help lead GAO toward considerably more staff diversity and balance than presently exists in the RLF. Accordingly, the variances represent shifts in the work force profile which GAO will strive to achieve over the long term. They are not intended to supplant RLF as the benchmark for what we should reasonably expect the work force profile to be today.

HIRING GOALS

The purpose of entry level hiring goals is twofold: (1) to reduce variances in the occupation as a whole and (2) to establish a "feeder" supply in the career-ladder "pipeline" which leads to GS-13 and above, thereby ultimately eliminating variances in these grades. Although some evaluator and evaluator-related professionals are hired at upper levels, typically they are hired at entry levels (grade GS-7 or 9), progress through a career ladder to grade GS-12, and then advance competitively beyond the career ladder to grade GS-13 and above. Because of this circumstance, the greatest opportunity for change in the overall composition of this group in the near term is through the establishment and achievement of goals in entry level hiring.

Further, in both the near term and the longer term most entry into the upper levels (GS-13 and above) of the evaluator and evaluator-related workforce will be through the competitive progression of those who have attained the top of the career ladder. Accordingly, goals set for hiring at entry level need to assure to the extent practical that a properly balanced competitive base is established within the career ladder to enable the achievement over time of a balanced workforce at the upper levels. As of September 30, 1982, all categories of employees except white males had negative variances at GS-13 and above.

The criteria on page 9 are used to set appropriate affirmative action hiring goals at the entry level. These criteria consider the negative variances for the various categories of employees both within the career ladder and in the occupational group as a whole, and the relative magnitude of the variances within the career ladder. The criteria are designed to achieve and maintain a reasonable balance within the career ladder, with special emphasis on assuring that categories with negative variances in the total occupational group are appropriately represented in the career ladder.

No goals are set for hires at upper levels as these positions are expected to be relatively few in number. All selecting officials will, however, fully consider affirmative action objectives in each case where needs for evaluator and evaluator-related staff are to be met through hiring at upper levels.

Entry level hiring goals are presented on page 11.

PROMOTIONS

Promotions of evaluators and evaluator-related staff to each level within the career ladder are expected to be directly proportional to the representation of each category of employee at the grade level from which promotions are made. Accordingly, separate goals are not set out for promotions within the career ladder. Some categories of employees have significant variances in grades GS-13 to 15 and goals have been established for promotions into the upper levels. The combined goal for these categories is 4.3 percent higher than their combined representation at the GS-12 level.

Entry Level Hiring (Including Co-op Conversions) Goal Criteria for Evaluators:

Primary Goals

Entry level hiring goals will be set for any category for which a negative variance from CLF/RLF exists which exceeds 5 percent for the total evaluator staff or 15 percent for evaluator staff at the career level.

- Where the variance exceeds 5 percent for the total evaluator staff, but does not exceed 15 percent at the career level, the goal will be set at the CLF/RLF percentage for the grade 7-9 grouping or a special initiative may be set.
- Where the variance exceeds 5 percent for the total evaluator staff and exceeds 15 percent at the career level, the goal will be set at 10 percent above the CLF/RLF percentage for the grade 7-9 grouping or a special initiative goal may be set.
- Where the variance exceeds 15 percent at the career level but does not exceed 5 percent for the total evaluator staff, the goal will be set at the CLF/RLF percentage for the grade 7-9 grouping.

Other Goals

Where deemed appropriate to better assure reasonable representation of each category in each year's entry level hiring, or to prevent a substantial negative variance from developing for any group, all or a portion of the total hiring percentage remaining after establishment of goals in accordance with the above criteria may be used to establish a goal or goals for other categories or groups of categories.

NOTE: Special initiative goals may be set by the Comptroller General based on his judgment of the circumstances, including but not limited to the absolute as well as the relative numbers involved, the pertinent RLF, CLF, and CLF/RLF percentages, and recent recruitment history.

EVALUATORS & EVALUATOR-RELATED STAFF--VARIANCES FROM CLF/RLF PROFILE--GRADE GROUPS & TOTAL
SEPT. 30, 1982

	Career Level			Upper Level	
	7-9	11-12	Subtotal	Grades 13-15	Total
Total	243	1394	1637	-	3531
WM	-67	-41	-108	(-11.0)	+298 (+13.4)
WF	+21	-64	-43	(-10.0)	-269 (-68.3)
BM	+12	+47	+59	(+93.7)	-21 (-32.8)
BF	+31	+63	+94	(+164.9)	-30 (-58.8)
HM	+1	+1	+2	(+4.3)	-33 (-57.9)
HF	-2	-12	-14	(-58.3)	-26 (-96.3)
OW	-	+3	+3	(+11.5)	-21 (-55.3)
OF	+4	+3	+7	(+53.8)	-6 (-46.2)
					+1 (+3.8)

Explanatory Example:

For the WF category, the CLF/RLF benchmark (See page 2) shows 20.8 percent at grades 13-15. At September 30, 1982, GAO had 1894 evaluators and evaluator-related staff at these grades, of whom 125 were WF. (See Appendix 1). As 20.8 percent of 1894 is 394, the negative variance from the CLF/RLF benchmark is 269 or 68.3 percent.

> - 71
> - 17
> - 17
> - 17

FY 1983-1984 Affirmative Action Plan
Occupational Group: Evaluators and Evaluator-Related Positions

GS 7-9

Goals for Entry Level Hiring including Co-op Conversion

At the career level negative variances exist in the WM, WF, and HF categories. In this total occupational group negative variances exist in the WF category and in the combined HM/HF and OM/OF categories. Specific hiring goals based on the criteria set forth on page 9 are listed below:

<u>Race/Sex</u>	<u>New Hires by Group</u>	<u>Criteria</u>
Primary Goals		
WF	33%	CLF/RLF
HM/HF	10%	Special Initiative
OM/OF	5%	Special Initiative
Other Goals		
BM/BF	7%	85% CLF/RLF
WM	45%	85% CLF/RLF

FY 1983-1984 Affirmative Action Plan
Occupational Group: Evaluators and Evaluator-Related Positions

GS 13-15

At the GS 13-15 level all groups except WM have negative variances. Goals are established for promoting members of these groups into GS-13 (see page 8,) which will ultimately increase their representation at GS 14 and 15. Selecting officials will fully consider affirmative action objectives in making promotions to GS 14 and 15, notwithstanding the absence of specific goals.

<u>Race/Sex</u>	<u>Percentage of Promotions</u>
WF	20%
BM	15%
BF	
HM	4%
HF	
OF	3%
OM	

Managers, Administrators, and Others

The managers, administrators and other occupational group represents about 8 percent of the total GAO workforce. Approximately 85 percent are located at headquarters. The Washington, D.C. Standard Metropolitan Statistical Area CLF was used to measure representation variances within this occupational group.

HIRING GOALS

No goals are set for grade bands within this group because of its relatively small size. Variances between present staff and the CLF standard are shown on page 14.

Goals for this group, set forth on page 15, are based on variances between our current staff and the CLF Standard and are designed to gradually bring about better balance as opportunities for hiring occur.

PROMOTIONS

Because of the relatively small size of this group, and its dispersion among the various organizational units of the Office, no specific goals for promotions in grade bands are established. The heads of each organizational unit which has employees in this occupational group will, however, take steps to assure that affirmative action objectives are fully considered in providing opportunities for skill and knowledge development and in selecting staff for higher level positions.

GOAL CRITERIA FOR MANAGERS, ADMINISTRATORS, AND OTHERS:

Hiring goals are set for each category where negative variance from the CLF exists. The factor indicated below will be applied to the CLF percentage of a particular group to help overcome the negative variance. At the same time the availability of targeted groups in the workforce must be taken into consideration.

<u>Negative Variance</u>	<u>Special Initiative Factor</u>
0 to -15	Set at CLF level
-15 to -25	Set at CLF plus 15%
-26 to -35	Set at CLF plus 25%
-36 to -45	Set at CLF plus 35%
-46 to -55	Set at CLF plus 45%
In excess of -55	Set at CLF plus 55%

Explanatory Example:

Hispanics have a negative variance of 55.5. Referring to the above chart, a factor of 55 percent would be added to the CLF representation of this group which is 2.4 percent of the SMSA for the Washington, D.C., area. This would establish a goal of 3.7 or 4 percent.

MANAGERS, ADMINISTRATORS, AND OTHERS
VARIANCES FROM CLF
FOR WASHINGTON, D.C., SMSA

Total Staff At September 30, 1982	<u>WM</u>	<u>WF</u>	<u>BM</u>	<u>BF</u>	<u>HM</u>	<u>HF</u>	<u>OM</u>	<u>OF</u>
Number 368	-28	+22	-21	+29	-2	-3	+1	+2
(Percent)	(18.1)	(+20.2)	(-44.7)	(+65.9)	(-55.5)		(+75.0)	

FY 1983 - 1984 Affirmative Action Plan
Occupational Group: Managers, Administrators and Others

GS 5-15

Within this occupational group goals were not established for grade bands since it is anticipated that a limited number of hiring opportunities will take place. Negative variances exist for white males, black males, Hispanic males and Hispanic females. Goals are set by adding the special initiative factor to the CLF benchmark percentage. Since 85 percent of this group is in the headquarters and 15 percent in the regions the CLF for Washington, D.C., was established as the standard.

<u>Race/Sex</u>	<u>Hiring Goal</u>
WM	46%
BM	17%
HM	
>	4%
HF	

FY 1983-1984 Affirmative Action Plan
Occupational Group: Attorneys

Attorneys represent 2.5 percent of GAO's workforce, all of whom are located in GAO Headquarters.

There are no plans to hire attorneys during FY 1983 and projections are that only three or four former summer interns will be hired for attorney positions in FY 1984. Consequently, no goals have been set for this occupational group.

FY 1983-1984 Affirmative Action Plan
Occupational Group: Clerical and Technician

Nearly 17 percent of GAO's workforce is found in clerical job series. This represents the second largest occupational group in the agency.

A comparison of GAO clerical workforce to the Washington, D.C. Standard Metropolitan Statistical Area CLF shows negative variances in all male categories. This CLF is used because 75 percent of all employees in this occupational group are located in headquarters. Hiring efforts will give special emphasis toward recruiting qualified males for clerical positions.

During FY 1983 the Civil Rights Office will conduct an analysis of this occupational group by grade and series to determine the representation within our clerical workforce at the higher clerical levels.

Clerical and Technician
Variances From CLF
For Washington, D.C., SMSA

<u>Total Staff</u> <u>At September 30, 1982</u>		<u>WM</u>	<u>WF</u>	<u>BM</u>	<u>BF</u>	<u>HM</u>	<u>HF</u>	<u>OM</u>	<u>OF</u>
Number	803	-310	+82	-74	+294	-8	+8	-3	+11
(Percent)		(-91.4)	(+34.3)	(-71.8)	(+306.3)	(-80.0)	(+88.9)	(-75.0)	(+366.7)

Appendix 1

GAO STRENGTH
as of September 30, 1982

		<u>Evaluators</u> <u>and Related Occupations</u>				<u>Managers</u> <u>Overall</u>				<u>Clerical</u> <u>Overall</u>	
		<u>GS 7-9</u>	<u>GS 11-12</u>	<u>GS 13-15</u>							
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	
WM	60	24.7	811	58.2	1656	87.4	127	34.5	29	29	3.6
WF	102	42.0	284	20.4	125	6.6	131	35.6	321	321	40.0
BM	21	8.6	101	7.2	43	2.3	26	7.1	29	29	3.6
BF	42	17.3	109	7.8	21	1.1	73	19.8	390	390	48.6
HM	8	3.3	40	2.9	24	1.2	3	.8	2	2	.3
HF	2	0.8	8	0.6	1	.1	1	.3	17	17	2.1
OM	2	0.8	27	1.9	17	.9	3	.8	1	1	.1
OF	6	2.5	14	1.0	7	.4	4	1.1	14	14	1.7
Total	243	100.0	1394	100.0	1894	100.0	368	100.0	803	803	100.0

Attorneys

	<u>GS 11-12</u>		<u>GS 13-15</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
WM	12	48.0	79	80.6
WF	6	24.0	17	17.3
BM	4	16.0	2	2.1
BF	2	8.0	--	--
HM	1	4.0	--	--
HF	--	--	--	--
OM	--	--	--	--
OF	--	--	--	--
Total	25	100.0	98	100.0

Appendix 2

FY 1983 Projected Cooperative Education
Program Conversions to GS 7/9 Positions

<u>Race/Sex</u>	<u>Eligible Co-ops</u>	<u>Projected Attrition*</u>	<u>Projected Number</u>	<u>Conversions Percent</u>
WM	14	2	12	19.4
WF	41	6	35	56.5
BM	4	1	3	4.9
BF	3	0	3	4.8
HM	4	1	3	4.8
HF	2	0	2	3.2
OM	2	0	2	3.2
OF	<u>2</u>	<u>0</u>	<u>2</u>	<u>3.2</u>
Totals	72	10	62	100.0

*Projected attrition is based on that of previous years. Source: Staffing Policy and Recruitment Branch, Personnel.

FY 1983-84 Cooperative Education Program
Hiring Goals for New Participants

<u>Race/Sex Group</u>	<u>Percent Goal</u>
WM	20
WF	50
BM	5
BF	5
HM	
HF	15
OM	
OF	5
	<u>100</u>

Appendix 3

CIVILIAN LABOR FORCE for
Washington, D.C., SMSA

<u>Race/Sex</u>	<u>Percent</u>
WM	42.2
WF	29.7
BM	12.8
BF	12.0
HM	1.3
HF	1.1
OM	0.5
OF	0.4

ASBESTOS IN GAO BUILDING

Senator D'AMATO. In our hearing on last year's budget request, we spoke about the problems you have been experiencing in the renovation of the GAO headquarters building.

Mr. BOWSHER. Right.

Senator D'AMATO. We were particularly concerned about the issue of asbestos exposure. Can you advise this committee as to the condition of your building now?

Mr. BOWSHER. We are still concerned. We met with GSA after the hearing on last year's budget request. Your interest in the issue was very helpful in dealing with GSA, Mr. Chairman. We met with them. We laid out our concerns. They have done some things that we asked them to do. We have brought in some additional experts to advise us. We are still talking with the GSA people. I think it is moving in the right direction. I think they are doing better than they were a year ago.

Senator D'AMATO. Why don't you do an investigation on them? You will see them move. [Laughter.]

Mr. BOWSHER. It is one of those areas where you sit down with different experts and discuss what are the dangers. It is very tough to sort it out. I have asked my three top people to form a task force to look at the problem and to work with the GSA people. If we can't get cooperation at any time, I will come back to you and let you know.

The big issue is maintaining safety for our people as GSA tries to clear the asbestos out. That is the dilemma.

Mr. SOCOLAR. We recently held an all-day seminar with experts in the field. At the conclusion of that meeting, we found that the situation, while of concern, is manageable. We are hoping that we will be able to move through this whole ordeal in a satisfactory fashion.

Senator D'AMATO. I don't know, I have a letter here from L. L. Mitchell, Commissioner, GSA. I will submit the letter for the record.

[The correspondence follows:]

LETTER FROM CHARLES A. BOWSHER, COMPTROLLER GENERAL OF THE UNITED STATES
MARCH 2, 1984.

Hon. ALPHONSE M. D'AMATO,
*Chairman, Subcommittee on Legislative Branch,
Committee on Appropriations, U.S. Senate.*

DEAR MR. CHAIRMAN: During last year's hearings on our appropriation, we discussed my concerns as well as the status and problems relating to the project being administered by the General Services Administration (GSA) in the GAO building. This project calls for removing asbestos-contaminated building components; for renovating the building's heating, ventilating, and air-conditioning system; and for other related work.

In reporting out the GAO appropriation, the Senate committee expressed concern that inadequate funding could delay completion of the project in its entirety. Stating that such delays could have potentially grave effects on employee safety and morale, the committee directed the Comptroller General to seek resolution with the Administrator, GSA, for timely and safe removal of all asbestos from the GAO building and to report back to the committee on this matter. In concluding, the committee stated that if the problem was not satisfactorily resolved, the committee would consider all available options including earmarking of standard level user charges paid to GSA by GAO and recommending the transfer of building ownership to the Comptroller General.

As directed by the committee, I want to report to you discussions between GAO and GSA have produced satisfactory resolutions to many of the concerns expressed both by the committee and me.

1. GSA has given us assurance that it will closely monitor ongoing and future contracts involving asbestos removal. Such monitoring will be conducted by staff and an independent testing laboratory. GSA has advised us that upgraded specifications and inspection requirements will provide the highest optimum degree of safety to the building occupants.

2. With respect to the asbestos problem in general, GSA has assured us that the asbestos in the GAO building poses no health hazard for building occupants until it is physically disturbed, at which time special precautions will be taken to assure the health and safety of the occupants. In support of its position, GSA stated that tests to date have demonstrated that occupied portions of the GAO building have not been affected by undisturbed asbestos. GSA intends to continue monitoring occupied areas during asbestos removal activities to ensure that the air in such areas remains clear of any asbestos.

We still have concerns that the removal of the asbestos may be done without providing maximum protection to our employees. Therefore, at GSA's suggestion, we are now in the process of assessing the risk in the GAO building and with the help of experts in the field, we will determine any further action needed. If there is a need to take even further precautions to assure employee safety, we will work with GSA to change the processes and will advise you as to our agreements.

3. The concerns that we expressed regarding delays in the completion of the project could be eliminated if GSA is able to deliver on the financing and construction plan presented to my staff. The plan itself appears to be fairly reasonable but GSA's ability to perform is heavily contingent upon OMB and congressional approvals of GSA's prospectus and funding proposals. GAO intends to support the GSA to the extent practical in securing the necessary funding.

—We believe our discussions with GSA have been productive and have provided a satisfactory base for resolving most of our mutual concerns. One word of caution however. Should circumstances arise either within or without GSA's control, the effect of which would impede completion of the project or not provide our employees the maximum protection possible, we will so inform you. At that time we will discuss with you other options for completing the project as presented in the committee's report.

—Once again, I want to extend my sincere appreciation for your deep interest in this matter. The health and morale of our employees are of paramount importance to me and I intend to see that this project is pursued to completion as aggressively as is practicable.

Sincerely,

CHARLES A. BOWSHER,
Comptroller General of the United States.

LETTER FROM L. L. MITCHELL, COMMISSIONER, GENERAL SERVICES ADMINISTRATION
MARCH 2, 1984.

Hon. CHARLES BOWSHER,
Comptroller General of the United States,
General Accounting Office, Washington, DC.

DEAR MR. BOWSHER: As you know, members of our respective staffs have, over the past several months, diligently pursued a solution to the asbestos problem within the General Accounting Office building. I am fully committed to the agreements and course of action as stated in your proposed response to Senator D'Amato identified as draft No. 3 (copy attached). With the continued cooperation of our respective organizations we can achieve our common objective of providing maximum protection to your employees during the renovation of the GAO building.

Sincerely,

L. L. MITCHELL,
Commissioner.

Senator D'AMATO. It reads:

Dear Mr. Bowsher: As you know, members of our respective staffs have, over the past several months, diligently pursued a solution to the asbestos problem within the General Accounting Office building. I am fully committed to the agreements and course of action as stated in your proposed response to Senator D'Amato identified as draft No. 3 (copy attached). With the continued cooperation of our respective organization we can achieve our common objective of providing maximum protection to your employees during the renovation of the GAO building.

Well, what is happening? I mean, I have to be candid with you. That doesn't tell me anything.

Mr. BOWSHER. Do you have a copy of our letter?

Senator D'AMATO. Yes. It is a good letter. "Dear Mr. Chairman: During last year's hearings on our appropriation, we discussed my concerns," et cetera. What has it done?

Let me tell you what I think. I think we had a hearing coming up here and you people decided to write back and forth to each other. [Laughter.]

Because this is March 2. You are not kidding me. That is pretty hard for me to say. But this is nonsense.

Now what this is, I call it drivel. A week before you decide to write about the asbestos thing.

Mr. BOWSHER. Let me explain. More has happened.

Senator D'AMATO. Off the record.

[Discussion off the record.]

Senator D'AMATO. We explored that pretty well.

Last year you testified that the Department of Defense lacked a system to adequately track how it spends appropriation funds. Do you have specific recommendations for the Department of Defense in this regard? Have any been implemented?

DOD FINANCIAL MANAGEMENT SYSTEM

Mr. BOWSHER. We have given some specific recommendations to Defense. We are also trying to come out with a new study and report on the overall financial management system.

One of the problems is that the SAR reports on major weapons systems, which come out periodically, are not tied to the accounting system. They tie to the budget system once a year. We are going to have some strong recommendations in that area.

I am hoping the executive branch and the Defense Department will initiate some action later this year to try to get that working much better than it is.

Senator D'AMATO. When is that report coming out?

Mr. BOWSHER. We hope to have that out in draft form in the next 60 days. We can get you a copy of that.

Senator D'AMATO. Does that go to Defense?

Mr. BOWSHER. The Defense Department.

Senator D'AMATO. And the Appropriations Committee?

Mr. BOWSHER. Yes.

REQUESTED STAFFING INCREASE

Senator D'AMATO. I have stayed away from the tough question, you know, which is the increase of 500, which is about a 21- or 22-percent increase.

Mr. BOWSHER. Let me explain again, Mr. Chairman, what we wanted to do was to be up front about what we really need for the next several years. I know it is a big increase, but we thought it would be better to put it in one budget request, explain it, and accept whatever you can do for us in that area.

Senator D'AMATO. You approach it almost like the Defense Department, it seems. Ask for a lot and then settle down. [Laughter.]

Mr. BOWSHER. No. Over the years, we are going to need some 500 additional average positions. The sooner we get them, the sooner we can look at some of the Federal Government's computer systems, and the sooner we can do some of the other things I tried to explain today. Even if we get the extra average positions in this year's budget request, it takes a year or two before we will have them adequately trained and functioning as members of our organization.

So we are not trying to do like the Defense Department. We are just trying to give you the full picture.

One thing that is a big advantage in any situation is having the term of office that I have as Comptroller General. I have the time to effect changes in our program emphasis and to see the results of those changes. In my situation, I plan to be here for 15 years.

Senator D'AMATO. Did you get a 15-year tenures

Mr. BOWSHER. A 15-year term, that is correct. I have only had four predecessors, for all practical purposes, in the last 60 years.

Senator D'AMATO. That is better than Volcker.

Mr. BOWSHER. One year better. [Laughter.]

Senator D'AMATO. I notice that in reviewing your request for the additional 500 positions in fiscal year 1985 that you are requesting about \$37,300 per position, the average cost of the current positions filled. So you, therefore, requested all of the 500 slots requested be filled as of the first day of the new fiscal year.

How far has GAO gone to identify the new hirings requested in your budget? Obviously, if you are going to hire them, aren't you really going to phase them in?

Mr. BOWSHER. Yes, we are.

Senator D'AMATO. So your expansion could probably be accommodated with half of the \$25 million which you have requested; isn't that true?

Mr. BOWSHER. I am not sure half, but we probably can work at the staff level and see what we can do on a phased approach.

Senator D'AMATO. Wouldn't you really be delighted with half?

Mr. BOWSHER. We might be. [Laughter.]

Senator D'AMATO. You certainly would be.

Mr. BOWSHER. But what I am saying is we need 500 over 2, 3, 4 years, whatever the arrangement might be. I didn't want to come and

say this year I need 100 and next year an additional amount. I wanted to give you the full picture.

Senator D'AMATO. That is what you anticipate your goals are to meet all of your charges in the changing era of computers, the monitoring of them, the monitoring of the big programs?

Mr. BOWSHER. That is correct.

Senator D'AMATO. And the Defense Department?

Mr. BOWSHER. That is correct.

Senator D'AMATO. I understand. You understand, obviously, this committee has been very supportive.

Mr. BOWSHER. Very supportive, and we appreciate that very much.

Senator D'AMATO. However, I have to say candidly to you I think this request is one that goes well beyond the ability of this committee chairman to recommend to the full committee or to the rest of the subcommittee members. That does not mean that there shouldn't be some recognition of the increased responsibilities as we go into the era of computerization, the necessity to monitor those programs, develop people with expertise, go into the Defense Department, and the importance of seeing to it that those strategic systems some of us know so little about, that we are getting our dollar's value. So obviously there is a balancing of these needs. So we will examine it in light of the facts you are presenting.

It is always good to have you with us. I commend you for what I consider to be an outstanding job the General Accounting Office has done. I think in some of the areas you have to be careful. You know what I am talking about? You can really be a discredit if given the wrong light in terms of how it is at least reported. But basically I think it has been a great organization. It is important to the taxpayer of this Nation and should always be the group that people can count on, even if it is a sensitive area, to give them the correct facts and interpretation of how money is being spent and how programs are being conducted, whether prudently or wastefully, and how we can improve. We are not all perfect. I think sometimes sensational reporting kind of defeats the purpose. The purpose is how can we improve, how can we make something that is successful even more successful.

Mr. BOWSHER. That is right. That is really what I am trying hard to do. As you know, Mr. Chairman, I came from the private sector 3 years ago. GAO is a fine organization, but I think we can improve it. And that is what we are trying to do, trying to improve the quality, trying to improve the competence of our people. Anything you and your committee can do for us we appreciate.

Senator D'AMATO. It is always good to see you.

Mr. BOWSHER. Thank you. The same here.

Senator D'AMATO. Thank you very much.

LIBRARY OF CONGRESS

DANIEL J. BOORSTIN, THE LIBRARIAN OF CONGRESS

ACCOMPANIED BY:

WILLIAM J. WELSH, THE DEPUTY LIBRARIAN OF CONGRESS

DONALD C. CURRAN, THE ASSOCIATE LIBRARIAN OF CONGRESS

GLEN A. ZIMMERMAN, ASSOCIATE LIBRARIAN FOR MANAGEMENT

CARLETON W. KENYON, LAW LIBRARIAN

JOHN C. BRODERICK, ASSISTANT LIBRARIAN FOR RESEARCH SERVICES

LUCIA J. RATHER, DIRECTOR FOR CATALOGING, PROCESSING SERVICES

PETER G. SPARKS, DIRECTOR, PRESERVATION OFFICE

FRANK KURT CYLKE, DIRECTOR, NATIONAL LIBRARY SERVICE FOR THE BLIND AND PHYSICALLY HANDICAPPED

JOHN O. HEMPERLEY, BUDGET OFFICER

PREPARED STATEMENT

Senator D'AMATO. We will now proceed to our Library of Congress and Dr. Boorstin. I guess you have a statement?

Dr. BOORSTIN. Yes, I have a brief statement.

Senator D'AMATO. We will take your longer statement for the record and place it into the record as if read in its entirety. If you would care to give a briefer statement or summarize, we will take that.

[The statement follows:]

STATEMENT OF DANIEL J. BOORSTIN

Mr. Chairman and Members of the Subcommittee: My colleagues and I are pleased to be here today to present the 1984 supplemental request for the Library of Congress and the 1985 budget.

During the past year, the Library of Congress has focused attention on preserving the collections and on improving research and reader services to Congress, to the public, and to the scholarly world. I am happy to report that our collections are growing, our readers increasing, and our services improving. Nowhere is there a more comprehensive collection of knowledge in all formats, in all languages, and on all subjects. The Library of Congress, a national treasure, is also a world treasure. We are challenged to protect and preserve the precious and voluminous materials entrusted to us for all future generations and at the same time to find ways to share these collections with the Congress and the scholarly community.

The budget reflects fiscal realities and we are requesting only those increases that are essential.

Our requests reflect the priority we place on preserving our collections and improving services to users. We are not requesting any other substantial increase in our operating resources. We have postponed desirable extension of some of our other activities in order to make possible appropriations for the crucial renovation and restoration of the original Library of Congress Building, the Jefferson Building, and to renovate the Adams Building. In our view the kind of restoration and renovation we have projected will integrate all our collections in a new way and will improve access and usability of the whole Library of Congress for everybody. I would like to address this issue, if possible, at the time you hear the request from the Architect of the Capitol.

1984 Supplemental

The Library of Congress 1984 supplemental request is for \$16,858,000, of which \$5,358,000 is to cover increased pay costs, including costs for the Library's share of the new social security payments. The remainder is urgently needed for a program of preservation in which the Library has pioneered for decades and which is now ripe for fulfillment. Last year, the Library requested funds in its regular 1984 appropriation to obtain a facility for the mass deacidification of paper in books and other library materials. The House Subcommittee suggested that we develop a complete design, final working drawings, and firm cost estimates for such a facility. Having done this we now request \$11,500,000 to obtain a 40,000

square foot building containing large vacuum chambers to be located at Fort Detrick in Maryland. This facility would have a capacity of deacidifying 500,000 books per year. It will be the first such large-scale facility in the world, and will mark a new era in the preservation of the records of civilization.

This project is possible because of the Library's successful application of the diethyl zinc treatment process, which is widely acknowledged to be the great breakthrough in library preservation techniques in this century. Paper produced since 1850 is self-destructing and a large proportion of our collections, in or approaching a brittle state, will soon turn to dust if not treated. With the diethyl zinc treatment, we are able to extend the life of a significant percentage of our paper-based collections by a factor from two to five. This technology provides a newly effective means for mass treatment of millions of books. The facility for which we are requesting appropriations will be a prototype for others in the United States, and so encourage economies of preservation and acquisition for all our nation's libraries. Legislation has been prepared to authorize the construction of this facility.

1985 Budget Request

The request before you today for fiscal 1985 is for \$239,263,000 which includes authority to obligate \$10,300,000 in receipts for a net total of \$228,963,000, a net increase of \$9,991,000. Two thirds of the increase is to maintain the current level of service. I will highlight some of our requests.

Under the program, Preparation of Books, three permanent positions and two indefinite positions are requested to assume technical management of a 20-year effort to perform cataloging, inventory, and preservation activities related to U. S. newspapers published from 1690 to the present. By adding bibliographic records for U. S. newspapers to a shared automated data base, this information will be available to users throughout the country. The National Endowment for the Humanities recently made 18 planning grants in 16 states to assist them in benefiting from this project. The other two indefinite positions are needed to assist with minimal level cataloging of our arrearage.

Within the Research Services Department where the major increases are, we are requesting a two-year extension of 32 indefinite positions, 25 temporary positions, and 11 new positions.

In the area of custody and service of the collections, we are requesting a two-year extension for 32 indefinite positions to complete the inventory of the collections which has not been undertaken before during the 20th century and which will greatly enhance our service and help us organize our acquisitions.

As our collection grows and the public increasingly discovers the vast resources of the Library of Congress, the demands for service continue to increase. We are requesting 25 GS-4 library technician positions to provide service on the collections in four divisions of the Research Services Department.

Public use of our African and Middle Eastern, Asian, European, and Hispanic Divisions has increased dramatically, reflecting both diplomatic and economic interdependence of our world. Six positions are requested to provide reference service on these collections.

Five positions are requested for our special collections. Use of our motion picture, broadcasting, and recorded sound collections has increased 200 percent since the move to the Madison Building and we are requesting two library technicians to provide adequate staffing. We are requesting two library technician positions for the Prints and Photographs Division and one new position to improve maintenance of our rare books and special collections.

Under the program for the preservation of library materials, we are requesting four new positions and an additional \$503,975 for non-personal services. The increase is offset by a reduction of \$150,000 resulting from the early completion of the County Atlas preservation project. The new positions are needed to initiate a research program in the preservation of photographic materials and to provide support for our expanded exhibits program in the Madison Building.

In the Exhibits Office, we are also requesting two new positions to integrate the exhibits program with custodial units of the Library in order to share our resources more widely with the public.

I am pleased to note that the Copyright Office, through good management and the use of automation, is not requesting any increases and, in fact, their request reflects a decrease from the 1984 estimate. Similarly, the National Library Service for the Blind and Physically Handicapped, through improved management controls, has been able to maintain and improve service without significant fiscal increases.

Gilbert Gude is here to speak to the requests of the Congressional Research Service.

In conclusion, I would like to acknowledge your Committee's understanding and support of the Library of Congress. The vitality of the Library of Congress is nourished by the fiscal resources and personal support we have received from the peoples' representatives over the last 184 years. My colleagues and I will be happy to answer any questions you may have.

LIBRARIAN'S BRIEF STATEMENT

Dr. BOORSTIN. I would like to read a brief statement, if I may.
Senator D'AMATO. Certainly.

Dr. BOORSTIN. We are pleased to be here today to present the 1984 supplemental request for the Library of Congress and our 1985 budget.

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WORLD TREASURE

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The budget reflects fiscal realities and we are requesting only those increases that are essential.

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In our view, the kind of restoration and renovation we have projected will integrate all our collections in a new way and will improve access and usability of the whole Library of Congress for everybody. I would like to address this issue, if possible, at the time you hear the request from the Architect of the Capitol.

SUPPLEMENTAL REQUEST

Now I would like to mention the 1984 supplemental request.

The Library of Congress 1984 supplemental request is for \$16,858,000, of which \$5,358,000 is to cover increased pay costs, including costs for the Library's share of the new social security payments. The remainder is urgently needed for a program of preservation in which the Library has pioneered for decades and which is now ripe for fulfillment.

Last year the Library requested funds in its regular 1984 appropriation to obtain a facility for the mass deacidification of paper in books and other Library materials. The House subcommittee then suggested that we develop a complete design, final working drawings, and firm cost estimates for such a facility.

DIETHYL ZINC TREATMENT PROCESS

Having done this, we now request \$11,500,000 to obtain a 40,000-square-foot building, containing two large vacuum chambers, to be located at Fort Detrick in Maryland. This facility would have a capacity of deacidifying 500,000 books per year. It will be the first such large-scale facility in the world and will mark a new era in the preservation of the records of civilization.

This project is possible because of the Library's successful application of the diethyl zinc treatment process, which is widely acknowledged to be the great breakthrough in library preservation techniques in this century. Paper produced since 1850 is self-destructing and a large proportion of our collections—in or approaching a brittle state—will soon turn to dust if not treated. With the diethyl zinc treatment, we are able to extend the life of a significant percentage of our paper-based collections by a factor from 2 to 5.

This technology provides a newly effective means for mass treatment of millions of books. The facility for which we are requesting appropriations will be a prototype for others in the United States and so encourage economies of preservation and acquisition for all our Nation's libraries. Legislation has been prepared to authorize the construction of this facility.

LIBRARY 1985 BUDGET REQUEST

Now for our 1985 budget request, Mr. Chairman.

The request before you today for fiscal 1985 is for \$239,263,000, which includes authority to obligate \$10,300,000 in receipts for a net total of \$228,963,000, a net increase of \$9,991,000. Two-thirds of the increase is to maintain the current level of service. I will highlight some of our requests.

PREPARATION OF BOOKS

Under the program, preparation of books, three permanent positions and two indefinite positions are requested to assume technical management of a 20-year effort to catalog, inventory, and promote preservation activities related the U.S. newspapers published from 1690 to the present. By adding bibliographic records for U.S. newspapers to a shared automated data base, this information will be available to users throughout the country. The National Endowment for the Humanities recently made 18 planning grants in 16 States to assist them in benefiting from this project. The other two indefinite positions are needed to assist with minimal level cataloging of our arrears.

RESEARCH SERVICES

Within the Research Services Department where the major increases are, we are requesting a 2-year extension of 32 indefinite positions, 25 temporary positions, and 11 new positions.

In the area of custody and service of the collections, we are requesting a 2-year extension for 32 indefinite positions to complete the inventory of the collections which has not been undertaken before during

the 20th century and which will greatly enhance our service and help us organize our acquisitions.

As our collection grows and the public increasingly discovers the vast resources of the Library of Congress, the demands for service continue to increase. We hope they will continue to increase. We are requesting 25 GS-4 library technician positions to provide service on the collections in four divisions of the Research Services Department.

Public use of our African and Middle Eastern, Asian, European, and Hispanic Divisions has increased dramatically, reflecting both diplomatic and economic interdependence of our world. Six positions are requested to provide reference service on these collections.

Five positions are requested for our special collections. Use of our motion picture, broadcasting, and recorded sound collections has increased 200 percent since the move to the Madison Building, and we are requesting two library technicians to provide adequate staffing. We are requesting two library technician positions for the Prints and Photographs Division and one new position to improve maintenance of our rare books and special collections.

PRESERVATION OF LIBRARY MATERIALS

Under the program for the preservation of Library materials, we are requesting four new positions and an additional \$503,975 for nonpersonal services. The increase is offset by a reduction of \$150,000 resulting from the early completion of the county atlas preservation project. The new positions are needed to initiate a research program in the preservation of photographic materials and to provide support for our expanded exhibits program in the Madison Building.

In the Exhibits Office, we are also requesting two new positions to integrate the exhibits program with custodial units of the Library in order to share our resources more widely with the public.

COPYRIGHT OFFICE

I am pleased, Mr. Chairman, to note that the Copyright Office, through good management and the use of automation, is not requesting any increases and, in fact, their request reflects a decrease from the 1984 estimate. Similarly, the National Library Service for the Blind and Physically Handicapped, through improved management controls, has been able to maintain and improve service without significant fiscal increases.

Gilbert Gude is here to speak to the requests of the Congressional Research Service.

In conclusion, I would like to acknowledge your committee's understanding and support of the Library of Congress. The vitality of the Library of Congress is nourished by the fiscal resources and personal support we have received from the peoples' representatives, including this committee, over the last 184 years. My colleagues and I will be happy to answer any questions you may have.

CONGRESSIONAL RESEARCH SERVICE

STATEMENT OF GILBERT GUDE, DIRECTOR

PREPARED STATEMENT

Senator D'AMATO. Why don't we take Mr. Gude and then we will proceed to the questions.

Mr. GUDE. Thank you, Mr. Chairman. I will be very brief, in the interest of time. You have my prepared statement.

Senator D'AMATO. That will be received in the record as if read in its entirety. Of course you can give any portion you wish.

[The statement follows:]

STATEMENT OF GILBERT GUDE

Mr. Chairman, it is always a pleasure to appear before this Committee. I'll be brief.

The past year was an important one for CRS. I say that because I have a strong sense that last year several factors converged to indelibly stamp the future of CRS.

First, a trend that we first noticed several years ago has intensified: to wit, we are increasingly being asked to provide Congress more sophisticated analytical work than we have in the past. The overall workload remains quite high--over 400,000 requests last year--but the kinds of requests we are getting and the kinds of analyses we must perform to satisfactorily meet them, have significantly increased our research hour expenditure. In 1980 we completed 502 major projects for substantive research. In FY 1983 that figure was 780, representing an increase of more than 50% in three years. In addition, the number of interdivisional major projects we completed this fiscal year rose to 335--an increase of almost 90% since FY 1980. The increase in interdisciplinary/interdivisional projects reflects issues that become more complex and interrelated--a phenomenon clearly recognized by anyone who works on the Hill. And the calendar keeps shrinking. Reflecting the fact that, as someone once said, there are few easy problems and answers for Congress, it is now taking us more time and energy to evaluate the problems and fashion responses. This has had a very real impact on our organization.

The staffers we hire have more special skills and higher levels of expertise than ever before. This means that we must provide appropriate support staff and equipment to maximize the effectiveness of our growing research abilities. And, to provide time for sophisticated analysis, staff at all levels work cooperatively to develop pre-packaged materials enabling us to respond efficiently to thousands of recurring inquiries. We have structured our organization to relieve analysts of as much administrative detail as possible so as to permit full concentration on research.

This fiscal year, Mr. Chairman, we are requesting 19 positions. We need to maintain the breadth of subject area coverage--to track and be able to respond analytically to any topic of likely congressional interest. We need

to have sufficient depth to enable us to respond both quickly and discerningly--as the congressional environment demands. Our objective in requesting these positions is to have the appropriate skill mix of professionals and support personnel to handle requests in the most effective and efficient manner. The 19 positions we are requesting reflects this attempt to achieve a proper blend: 7 are analysts; 6 are information specialists and technicians--librarians, paralegals, research assistants, inquiry recorders; 4 are clerical support positions; and 2 are newly proposed positions--information systems assistants.

The analyst positions are in the areas of present and continuing intense congressional interest--health, income maintenance, legislative-executive relations, and energy. The information technicians of various kinds provide direct reference service to requesters and support to the analysts. The only two newly proposed positions included in this request are for information systems assistants.

I might point out, Mr. Chairman, that this matter of recruiting and hiring the highest quality staff is not in any way confined to CRS. All Hill staff, be they in Member offices, committee or support agencies, are increasingly professional in their expertise and attitudes. Participation in the varied CRS seminars and workshops--particularly the Institutes for Legislative staff and the District/State staff institutes, underscores this. Last year we conducted a total of 93 such training activities which reached over 5,000 staffers. These programs involved staff from more than 90% of all House offices and every Senate office. That's a remarkable testimony to the importance which Hill staff attach to continuing their professional training.

A second factor significantly affecting CRS is to be found in the accelerating use of automated equipment, computers, word processors, etc. It is a given fact that good people tend to be most productive and effective when they have good tools available.

At the present time, well over half of the CRS products and services are dependent to some degree upon computers. These machines are essential tools not only for analysts and reference personnel, but also for congressional clients. The requested positions would provide paraprofessional support for equipment and systems; this support is presently either lacking or is provided on an ad hoc basis by systems analysts or data base specialists who are drawn

away from their analytical work. The information systems assistant will provide researchers help on microcomputer software programs like Supercalc, maintain equipment inventories and usage data, trouble-shoot problems on systems that are not supported by the Library's Automated Systems Office and assist analysts with computer graphics.

We find ourselves asking the Library's ASO, with increasing frequency, to make computation capability directly available to CRS research staff for statistical analysis and modeling. As we work together to create these and other research tools, I can easily anticipate a time, in the immediate future, when nearly every analyst might well need his or her own desk top computer at the work station. These tools offer important possibilities in the research process and a significant step in the development of the Service's capabilities. Therefore, I have appointed a special committee within CRS, headed by a division chief, to examine this whole area of microcomputers. We have not requested funding for microcomputers in this fiscal year request, but there seems little question that one can anticipate future needs in this area, because microcomputers hold such high promise for increased productivity and enhanced analytical capability, and thus more effective service to Congress.

To summarize our request, Mr. Chairman, it is for \$41,066,000--an increase of \$3,004,000. Of that amount, slightly over \$2.5 million is to cover current level. The remaining \$442,539 are for the 19 new positions--which represents a staff increase of 2.2%.

Third, but by no means least, last year saw a significant change in our working relationships with our sister agencies. We sought ever closer, more effective ties with other support agencies in meetings between analysts and the interagency liaison group, in outreach efforts, and stepped up activities designed to avoid unnecessary duplication of effort. I think it is fair to say the level of cooperation between CRS, OTA, CBO and GAO has never been higher.

Two of our more recent examples of this cooperation are quite interesting. We are today, with GAO and CBO, conducting a major comprehensive study of federal-retirement issues for a key Senate committee. We are also working very closely with OTA to produce parallel, but not duplicative, reports on the acid rain problem for a committee. Our analysts have been using OTA's

data base and computing power, and the report of both agencies cross reference and complement each other.

The latest product of our cooperation is a slide show/videotape which details the roles of each of the legislative support agencies. It will be shown to all staff of our respective agencies as well as all new Hill staff. The presentation should be quite helpful in clarifying the responsibilities of each agency.

I believe these factors, and others, have brought CRS to its present state--an effective organization on the threshold of a new maturity and a heightened response to its mission. I do not know what the textbooks define as the optimum size for a research organization but I suspect we are close to it. On the horizon technology should simultaneously speed our delivery systems and strengthen our research capabilities.

Mr. Chairman, in conversations with my colleagues from dozens of nations, I am continually struck by the realization that the Congress of the U.S. is the best informed legislative body in the world, and every one of us in CRS is committed to keeping it that way!

Thank you.

PREPACKAGED MATERIALS

Mr. GUDE. First I want to mention our ability to develop prepackaged materials in order to respond efficiently to the thousands of recurring requests on fast-breaking events. This I think is a result of our ability to pull in high-level researchers and experts. Within an hour of the announcement of Andropov's death, as an example, we were able to provide background material not only on Andropov himself but also included profiles of his possible successors. This is the type of anticipatory work I think we are able to do so effectively.

POSITIONS REQUESTED

Our request for positions, Mr. Chairman, is for seven midlevel analysts and researchers and the rest for support people, in order to increase the productivity of our high-level researchers. For example, one of the requests is for a midlevel person who could work on acid rain. We have a very tragic thing. We have lost one of our senior researchers, Bob Trumbule, who had really become a nationally known expert in this area. He died very suddenly of a heart attack. But we feel we are continually pushing to keep an institutional memory in CRS in areas such as this.

The third area I wanted to speak about—and, Mr. Chairman, I think this has come about through the interest of your committee and your leadership—is that we have had a significant change in the working relationship with our sister agencies. We have sought even closer and more effective ties with the other support agencies in meetings between analysts and the interagency liaison group, in outreach efforts, and stepped up activities to avoid unnecessary duplication of effort. I think the level of cooperation among GAO, CBO, CRS, and OTA is higher than ever.

Just two examples of the cooperation that is going on today with GAO and OTA: With GAO, we are conducting a major comprehensive study for the Federal retirement issue for a key Senate committee. We are also working very closely with OTA to not have duplicative reports on the acid rain problem. Our analysts have been using the OTA data base and computer power, and both agencies cross-reference and complement each other.

The latest product, as a result of the initiative by your committee, is a slide show and videotape, which will be utilized for personnel within the four agencies. All of them will be required to attend the show, which outlines the missions of the respective agencies and points out the problems of duplication. Also, it will be available for Hill staff to guide them in using the four support agencies.

Thank you very much, Mr. Chairman.

COMMITMENT OF NEH RESOURCES

Senator D'AMATO. Thank you.

Doctor, I am wondering, what resources has the National Endowment for the Humanities committed to the U.S. newspaper project? Do you have any cooperative agreements with them that they have signed, entered into; and, if so, what do they entail?

Mr. WELSH. Mr. Chairman, we do not have a signed agreement. We have a letter which, if you wish, we can make a part of the record. It is a letter from Mr. Bennett to Dr. Boorstin.

This is a cooperative project. Over the life of this project, which is a 20-year project, the Endowment has indicated it would spend about \$1 million a year. They would put \$20 million into this, to make grants to libraries that have significant newspaper collections. We are talking on our part, sir, about incorporating the records of U.S. newspaper publications since 1690 into this data base. As Dr. Boorstin has indicated, there have been over 300,000 newspapers published. Many of those publications have long since ceased to exist. The quality of paper on which they were produced is such that it has caused them to deteriorate. We want to do an inventory of all the publications throughout this country to preserve that record of our heritage. It is a very important project. We are delighted to cooperate with NEH. We are pleased they have taken an initiative on this.

Senator D'AMATO. How far back did you go?

Mr. WELSH. All the way back to 1690, to the beginning.

Senator D'AMATO. You started from 1690 and came forward?

Mr. WELSH. Yes, sir. We have done a considerable amount of micro-filming. As a matter of fact, all of our current newspapers are on micro-film now.

Senator D'AMATO. How far back does that go?

Mr. WELSH. I suppose it would be 1690 because we have the most extensive collections in this area.

Senator D'AMATO. You do it back to 1690?

Mr. WELSH. I couldn't be precise on this. This is a record by State. But it is from the beginning of our collections.

We haven't microfilmed all of those. We have a microfilm of all of our currently received publications.

Senator D'AMATO. Are you estimating that this project will cost \$1 million a year?

Mr. WELSH. No, sir. The Library of Congress portion over a 20-year period would be about \$1 million. We are asking for three permanent jobs for a 20-year period and two indefinite jobs for a 2-year period. The Endowment would spend about \$20 million; we would spend about \$1 million.

Senator D'AMATO. The Endowment would spend \$20 million?

Mr. WELSH. Yes.

Senator D'AMATO. So the Library will spend only \$1 million over that period of time?

Mr. WELSH. Yes, sir.

Senator D'AMATO. Approximately. We understand inflation and what-not. We don't know what that million will be later.

Mr. WELSH. Yes, sir. I think our rate would be \$2 million, not \$1 million.

Senator D'AMATO. A 10-to-1 ratio as presently projected?

Mr. WELSH. Yes, sir.

Senator D'AMATO. The Endowment will be putting up the \$20 million. They are asking for this kind of modest contribution in terms of manpower, et cetera.

Mr. WELSH. And we have the technical skill to operate this for the country, the nation.

[The letter follows:]

LETTER FROM WILLIAM J. BENNETT, CHAIRMAN, NATIONAL ENDOWMENT
FOR THE HUMANITIES

JUNE 16, 1983.

Dr. DANIEL J. BOORSTIN,
*Librarian of Congress,
Library of Congress,
Washington, DC.*

DEAR DAN: I know that you and your colleagues at the Library are actively concerned with a project of mutual interest--the United States Newspaper Project.

In August 1982 the Endowment made grants to six national newspaper repositories to begin the creation of a national data base for newspapers. These awards launched the effort to preserve and provide bibliographic access to the 300,000 newspapers published in this country from 1690 to the present.

The Endowment recently made 18 grants to begin planning activities in 16 States and to support cataloging and automation of records in another State and a U.S. territory. These awards mark the culmination of 10 years' planning by our staffs, and represent a first step toward involving each of the 50 States, 6 territories, and the District of Columbia in the project.

As the arbiter of national cataloging standards and as one of the Nation's largest repositories of newspapers, the Library of Congress has been closely involved in the U.S. Newspaper Project. Your staff helped devise project guidelines and have participated in proposal reviews. More importantly, they are providing technical management for the ongoing projects. The multiplication of ongoing projects will call for an even greater level of technical support, especially during the next 5 years. I understand that the Library will propose to Congress in its fiscal year 1985 budget submission several staff positions to enable the Library to increase its technical role in the U.S. Newspapers Project. I welcome this demonstration of the high priority which the Library accords this project. Such technical support cannot, of course, be furnished by the Endowment staff, which has very different expertise.

The Endowment's budget plan for fiscal year 1985 includes provision for the continuation of grant-making in this important area. I view with pride this cooperative effort between us for the benefit of scholarship in American history.

Sincerely,

WILLIAM J. BENNETT,
Chairman.

DIETHYL ZINC FACILITY

Senator D'AMATO. You have requested, Dr. Boorstin, \$11.5 million for a 40,000-square-foot building at Fort Detrick. Last year the request was \$2.5 million for a 5,000-square-foot facility. Would you explain the difference?

Dr. BOORSTIN. Yes, Mr. Chairman. I think Mr. Curran, the Associate Librarian, can speak in detail to that.

Mr. CURRAN. Last year we made a presentation in a preliminary way based on a set of assumptions and factors. That was challenged both in the House and the Senate as to how thorough a job we had done on this, and the recommendations of Congress were that we continue working on it and develop our plans in a more specific way, which we have done.

We are now talking about a somewhat different concept, we think a much better concept. It is a much larger building. Much of the larger size, however, has to do with the materials handling problem. Moving in and out 500,000 volumes a year is a substantial enterprise, both on the front end and the back end.

We have discovered through additional testing that rehumidification is an important element of the process. Perhaps if I could take one moment to tell you conceptually what we are talking about, it would be easier.

We are building two large vacuum chambers, each one with a capacity to handle about 7,500 books at a time. That was not conceived of last year. There was one even larger chamber, obtained from the space program or from some place else, which would be moved to a location where a building would be built to house the chamber.

We are now talking about a much more sophisticated process and we think a much more desirable and more well thought-out one. The books are loaded through one end of the chamber, the chamber is

sealed, the air is removed from the chamber, the moisture content of the books is lowered, the chemical diethyl zinc is introduced to deal with the acid in the paper, and a water and carbondioxide mixture is reintroduced into the books. The books are then removed from the other end of the chamber at the end of the procedure. Meanwhile, the other chamber is being prepared for loading and operation.

There is a period of a week after the books are taken out of the chamber in which the books are kept in a rehumidification room where additional water vapor is put back into the books.

As the result of our looking at the process and the facility design since last year's hearings, we have developed a different, much more sophisticated design, and we think a chamber that will work more efficiently. Hence, the higher cost.

We are also talking about locating this facility at Fort Detrick in Maryland. The Army has been most cooperative in this effort. It is a much better plan.

FACILITY PLANNING

Senator D'AMATO. Who has done this planning?

Mr. CURRAN. Well, initially the chemistry of this was developed by the Library of Congress preservation laboratories. Our Library Preservation Officer, Peter Sparks, is here today, if you want to get into further detail.

We entered into, about 3 years ago, extensive contractual arrangements with NASA using Northrop Services, Inc., and their contractor, so that the engineering and the scaling up of this chemical process has been done by Northrop Services, Inc., on contract with the Library of Congress. I would say our Preservation Office, with those contractors, has been responsible for the planning to date.

Senator D'AMATO. Are the working drawings for this facility completed?

Mr. CURRAN. The inside of the building, by the way, is the most expensive part. The structure is likely to cost \$3.5 million.

Senator D'AMATO. Is that structure completed already?

Mr. CURRAN. Nothing has been done in that regard. All we have are plans, lots of plans, detailed engineering drawings for the interior portions for the chamber, for the distillation facilities, all the plumbing and hookups. That work has been done. Extensive hookup drawings have been made by Northrop and delivered to the Library of Congress. We have a \$3.5 million structure. To answer your question, the construction drawings have not yet been completed, but the cost based on a consulting engineering firm estimate would be at \$3.5 million.

Mr. WELSH. Mr. Chairman, may I add a point to illustrate. This is an example of the problem we want to deal with [illustrates a brittle book].

We just completed a study recently of the book collections of the Library of Congress. Twenty-five percent of our books are in this state; however, 72 percent of our total collection of books can benefit from this treatment.

If we don't treat the rest and don't do it in the near term, they are going to end up like this.

Senator D'AMATO. I am aware of this.

Mr. WELSH. This is serious. It is a crisis situation.

Dr. BOOKSTIN. What is the printing date of that book? That is a relatively recent year. About 1880?

Mr. WELSH. That is correct.

Dr. BOOKSTIN. That would crumble to dust.

SITE SELECTION PROCESS

Senator D'AMATO. Have you asked the General Services Administration or the Department of Defense if they have any available facilities which you could possibly utilize, thereby saving you some money, that then you could put your technical equipment in and run this operation?

Mr. CURRAN. We canvassed the military establishment. We also did some investigation with the General Services Administration and the Architect of the Capitol as well. We considered that possibility. We concluded that because of the highly specialized nature of the interior chambers that the structure, which is a lesser cost in any case, needed to be specifically designed.

I could mention, for example, that the chambers are to be located over equipment pits. It is a chemical plant and a chemical plant is built around the equipment. Therefore, an existing facility is not likely to be as suitable.

Also, the matter of where it is located is critical to us.

PROJECT AUTHORIZATION

Senator D'AMATO. I am not contesting the need for this project, but I am wondering about the authorization. Has this been authorized?

Mr. CURRAN. Dr. Boorstin can better testify to this in one respect, in that he has been in direct consultation with Senator Mathias in the Senate, who is the chairman of the authorizing committee—Rules and Administration—and I believe Senator Mathias has agreed to introduce the appropriate legislation and has it in hand. On the House side, Congressman Young has agreed to introduce appropriate legislation. So that is being handled in parallel with the appropriation.

Mr. WELSH. We appeared last week before the House Committee on Public Works and Transportation, Subcommittee on Public Building and Grounds, and explained this program.

Dr. BOOKSTIN. They have indicated their interest in proceeding. I don't think it will be difficult in that respect.

NEW CRS POSITIONS

Senator D'AMATO. Mr. Gude, I see you have asked for 19 new positions. I understand there are a great number of calls, additional calls. I think you will agree this committee has been quite cooperative with you, and we certainly appreciate your work.

But I think that in light of the problems we have, budget problems and otherwise, that that 19 might be a pretty tough number to justify. I would say to you that I really need some more information before I am able to go forward to the committee as a whole and pursue that, in light of the fact even though we are talking about a relatively small sum, when we are talking about the staggering sums in our budget, it is an 8-percent funding increase.

So let me ask you if you could be a little more particular and cite the critical needs that you have as opposed to those that might be nicer to have but aren't nearly as critical. I think that would help the process and put me in the position to see what we can do to meet some of the increase.

Mr. GUDE. We would be glad to supply you with the detail, Mr. Chairman.

[The information follows:]

URGENTLY NEEDED POSITIONS

While all of the positions in the fiscal year 1985 estimates were requested to meet the most critical needs identified in the Service, the following positions are most urgently needed:

American Law Division, 1 GS-9 paralegal assistant; Economics Division, 1 GS-7 reference assistant; Education and Public Welfare Division, 1 GS-12 analyst in social legislation (methodology); Government Division, 1 GS-11 analyst in American national government; Science Policy Research Division, 1 GS-11 analyst in environmental health sciences; Office of Assignment, Reference, and Special Services, 1 GS-7 inquiry recorder; Office of Automated Information Services, 1 GS-7 information systems assistant; Congressional Reference Division, 1 GS-9 reference librarian; and Library Services Division, 1 GS-5 congressional documents maintenance assistant.

CRS LEGISLATIVE SEMINARS

Senator D'AMATO. The CRS legislative seminars have enjoyed great popularity in recent years, and rightly so. I wonder if you could supply for the record attendance figures for your seminars over the last 5 years and the cost of those seminars.

Mr. GUDE. Yes, indeed, Mr. Chairman.

[The information follows:]

SUMMARY INFORMATION ON CONGRESSIONAL ATTENDANCE AND CRS COSTS FOR
LEGISLATIVE INSTITUTES—FISCAL YEARS 1979 TO 1983

Fiscal year	No. in-stitutes	No. par-ticipants	Total cost	Average cost/institute	Average cost/participant/day
Legislative institutes (basic)—					
1 day:					
1979.....	5	635	\$17,458	\$3,491	\$27.49
1980.....	4	572	8,407	2,101	14.70
1981.....	4	543	6,977	1,744	12.85
1982.....	4	769	10,404	2,601	13.53
1983.....	5	605	8,482	1,696	14.02
Advanced institutes—2½ days ¹ :					
1979.....	4	183	17,193	4,298	37.58
1980.....	4	229	18,631	4,658	32.54
1981.....	4	195	18,330	4,582	37.60
1982.....	4	257	19,467	4,867	30.30
1983.....	4	197	14,925	3,731	30.30
Graduate institutes—4 days ² :					
1979.....	2	76	29,174	14,587	95.97
1980.....	3	157	20,973	6,991	33.40
1981.....	2	92	23,276	11,638	63.25
1982.....	2	93	21,762	10,881	58.50
1983.....	2	100	18,520	9,260	46.30
District institutes (cosponsored with Senate and House leadership)—3 days ³ :					
1979.....	1	69	8,859	8,859	42.80
1980.....	5	350	25,551	5,110	24.33
1981.....	4	272	10,608	2,652	13.00
1982.....	3	470	16,450	5,483	11.67
1983.....	4	283	10,171	2,543	11.98

¹Registration fee of \$60 paid from Member Official Expense Account partially offsets lodging costs.

²Registration fee of \$75 paid from Member Official Expense Account partially offsets lodging costs.

³Member offices pay all travel and lodging costs for their staffs.

STIPEND OFFSET

Mr. GUDE. One of the things for the seminars that ought to be noted is we require a stipend from the offices that send staff, which we feel is a commitment that goes along with somebody attending the seminar.

I must say we have a waiting list, and the most frequent calls I get from Members now are those who are concerned that their staff are on the waiting list to come to the district State seminar. So I think they have been helpful both in the district offices and here in Washington. We are looking at taking some of the district office seminars into the field to better serve the offices.

Senator D'AMATO. Do the stipends paid offset the cost of holding these?

Mr. GUDE. They don't completely cover it, but they cover a substantial part of it. We will give the details on that.

RENTAL OF EQUIPMENT

Senator D'AMATO. One of your requests includes nearly \$1 million for the rental of equipment. I see that is the largest single item in the budget. What kind of equipment are you renting for \$1 million and how, if any way, can we reduce the cost in that area?

Mr. GUDE. Mostly it is computer and duplicating equipment. The rental route is very often the cheaper way to go than an outright purchase.

Susan Finsen, CRS Executive Officer, might speak to that.

Ms. FINSEN. Most of the equipment is photocopy equipment used to get fast turn-around to provide materials to congressional requests, and word processing equipment and terminals required to access outside commercial data bases. Sometimes we change the use of the data base. If we stop using one and pick up another data base, to own the piece of equipment that went along with the data base would then be a waste.

Senator D'AMATO. I want to thank you for your participation. We will review these requests. If you would furnish us the information we requested, we would be appreciative.

Dr. BOORSTIN. Thank you, Mr. Chairman, for the opportunity to be here.

SUBCOMMITTEE RECESS

Senator D'AMATO. This committee now stands in recess.

[Whereupon, at 11 a.m. Thursday, March 8, the subcommittee was recessed to reconvene at 9 a.m. Wednesday, March 21.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1985

WEDNESDAY, MARCH 21, 1984

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, DC.

The subcommittee met at 9:15 a.m. in room S-128, the Capitol, Hon.
Alfonse M. D'Amato (chairman) presiding.

Present: Senators Hatfield and D'Amato.

ARCHITECT OF THE CAPITOL

STATEMENT OF GEORGE M. WHITE, ARCHITECT OF THE CAPITOL

ACCOMPANIED BY:

WILLIAM L. ENSIGN, ASSISTANT ARCHITECT OF THE CAPITOL

ELLIOTT CARROLL, EXECUTIVE ASSISTANT

WILLIAM F. RAINES, JR., ADMINISTRATIVE ASSISTANT

J. RAYMOND CARROLL, DIRECTOR OF ENGINEERING

BEN WIMBERLY, GENERAL COUNSEL

EMANUELE CRUPI, BUDGET OFFICER

J. LEWEY CARAWAY, SUPERINTENDENT, SENATE OFFICE BUILDINGS

FISCAL YEAR 1984 SUPPLEMENTAL AND FISCAL YEAR 1985 REGULAR
BUDGET REQUEST

Senator D'AMATO. The subcommittee will come to order.

This morning we will hear testimony from the Architect of the Capitol, Mr. George White, on his fiscal year 1984 supplemental request and his regular budget request for fiscal year 1985. The Architect is requesting a total of \$97,458,000 for all items within his jurisdiction for the fiscal year 1985, which is an increase of \$8,000 over the currently enacted amounts for fiscal year 1984.

The Architect has also requested a fiscal year 1984 pay and program supplemental totaling \$127,607,000, the most significant elements of which are \$111,500,000 for renovation of the Jefferson and Adams Buildings of the Library of Congress, \$10 million for the renovation of the Immigration Building, and \$3 million for design of an underground garage beneath the East Plaza of the Capitol. If Congress grants the entire fiscal year 1984 supplemental request, then the Architect's fiscal

year 1985 budget request will be a net decrease of \$119,307,000 below the total amount for fiscal year 1984.

We have a number of questions, so I will conclude my statement and ask Mr. White to summarize his so we may proceed.

Mr. WHITE. Thank you.

GENERAL STATEMENT

Just very briefly, Mr. Chairman, to highlight this short statement, the total appropriation request for fiscal year 1985 is \$97,458,000 which includes funding for 2,078 positions. This represents a net decrease of \$119,307,000 and an increase of 10 positions over the fiscal year 1984 totals and the increase falls into five categories; namely, there are mandatory items which total 14 percent of the increase and this category includes annualization of the Civilian Pay Act and wage-rate pay increases and so forth, items that are mandated by law.

New positions total 2 percent of the increase and are justified in detail in the justifications.

Annual recurring maintenance is 5 percent of the increase. A major portion of that represents pure inflationary increases for the various maintenance items—painting, repairs, air conditioning, and other mechanical systems and so on. There is one large item in that category of \$235,000 for the maintenance and rental of office equipment.

Cyclical maintenance, which I define as long-term maintenance items that arise only once in 20 years or so like sidewalks and roof repairs and so on, are 17 percent of the increase and the details of those are justified in the main justifications.

The last category is continuing and initiating other programs which is 62 percent of the increase and includes various items such as energy management program, demolition of five of the Senate annex buildings, and so forth.

In addition, Mr. Chairman, we have 11 program supplementals for fiscal year 1984. Ten of these were included in the 1985 budget as transmitted and they are identified in detail in the justifications. The 11th is the East Plaza underground garage complex for which design costs of \$3 million were transmitted subsequent to the 1985 budget.

I think it is appropriate to mention at this time, Mr. Chairman, that the 1985 request does not contain an increase in funds for electricity, oil, and coal in the appropriation for the Capitol Power Plant and this is a result of the stabilization, or the apparent stabilization, of prices for these energy sources. However, this trend could change in the near future, particularly in connection with the pending Potomac Electric Power Co. proposed rate increase. Then an additional 1984 supplemental will be forthcoming.

PREPARED STATEMENT

That concludes the very brief summary, Mr. Chairman. I will be pleased to respond to any questions that you may have.

[The statement follows:]

STATEMENT OF GEORGE M. WHITE, ARCHITECT OF THE CAPITOL

In presenting our appropriations request for fiscal year 1985, Mr. Chairman, I intend to proceed, with your approval, in the same manner as has been the practice the past several years; that is, to present a brief summary of the various requests, following which I will be pleased to respond in detail to questions regarding any of the specific items that you wish to pursue.

The justifications have been prepared, Mr. Chairman, to include all items pertaining to the Architect of the Capitol, including Senate items, House items, joint items, and the Botanic Garden.

The total appropriation request for fiscal year 1985 is \$97,458,000, which includes funding for 2,078 positions. This represents a net decrease of \$119,307,000 and an increase of 10 positions over the fiscal year 1984 totals of \$216,765,000 and 2,068 positions. Stated differently, gross increases requested are \$11,639,600 which have been reduced by nonrecurring fiscal year 1984 program deductions amounting to \$130,946,600 and the position request remains unchanged. If the item "House office buildings" is excluded, the \$11,639,600 increase for 1985 reduces to \$8,488,100, of which \$3,341,500 is for Senate office buildings, and the 10 additional positions remain unchanged. The \$11,639,600 increases fall into five categories, namely:

(1) Mandatory items, which total \$1,613,700, or 14 percent of the increase. This category includes annualization of Civilian Pay Act and wage-rate pay increases effected in January 1984, related benefits and premium pay items for existing and additional positions requested, and within-grade salary advancements authorized by law. Also included are funds for an excess work day in fiscal year 1985.

(2) New positions, which total \$206,800, or 2 percent of the increase. Ten additional positions are requested of which eight are for "Salaries, Architect of the Capitol" and two are for "Capitol Grounds." They are being requested to provide needed staffing to handle increased workload demands, implement new, expanded, and improved programs, and, in general, apply appropriate efforts to respond to and improve overall services to the Congress. I should like to emphasize that four of these new positions will improve our central office management capacity, particularly in critical functions such as training, project scheduling and coordination, and personnel improvements. These benefits, which will result in cost savings, will in my judgment, outweigh the increase in personnel cost.

(3) Annual recurring maintenance, which totals \$549,900, or 5 percent of the increase. This category contains one significant increase of \$235,000 for maintenance and rental of office equipment, which represents 43 percent of the total in this category. The balance of \$314,900 is required to finance normal maintenance responsibilities, such as annual painting; repairs and improvements to electrical, air conditioning, and other mechanical systems; procurement of supplies and materials, floor coverings, and equipment. Of the total increase of \$549,900, approximately \$181,900 represents inflationary increases.

(4) Cyclical maintenance, which totals \$1,987,200, or 17 percent of the increase. As indicated in the past, I define this category as long-term maintenance items that arise only once in 10 or 20 years, such as roof repairs, sidewalk replacement, and so forth. Four of the largest items, in monetary terms, requested under this category are the replacement of electromechanical signal devices (legislative call system) in the Capitol complex (\$120,000), roof replacements and required related work at House office building annexes Nos. 1 and 2 (\$900,000), replacement of feedwater pumps and repair of condensers on chillers at the Capitol Power Plant (\$545,000), and replacement of several units of motorized equipment to be used at the Capitol Building, Capitol Grounds, Capitol Power Plant, and Botanic Garden (\$215,500). The remainder of \$206,700 is required for seven miscellaneous items for property and equipment maintenance and replacement.

(5) The last category is continuing and initiating other programs, which totals \$7,282,000, or 62 percent of the increase. Included in this category are funds for such programs as that of an energy management program, \$2,375,000; demolition of five Senate annex buildings, \$1,266,000; expansion of the electrical distribution capabilities in the Russell Senate Office Building, \$310,000; renovations/alterations to selected areas under Capitol buildings and House office buildings, \$1,250,000; 10 office intrusion

alarms and a video display system, \$210,000; conservation of wall paintings in the Capitol Building, \$220,000; installation of peak shaving electric generators at the Capitol Power Plant, \$800,000; modification to elevators to provide fire emergency service, \$468,000; and \$383,000 for five other items.

PROGRAM SUPPLEMENTALS

Also, Mr. Chairman, I have requested 11 program supplementals for fiscal year 1984. Ten of these projects were included in the 1985 budget, as transmitted in November 1983, and total \$126,352,000. They are identified by appropriation, as follows:

Contingent expenses:

Replenishment of funds required for bomb damage, U.S. Capitol \$150,000

Capitol buildings:

Computer-aided design and drafting system 600,000

Installation of additional electronic security equipment 2,100,000

Replenishment of funds required for the installation of security improvements in the House Chamber and Cloakroom 150,000

Capitol Grounds:

Improvement of parking facilities, square 640 200,000

Senate office buildings:

Furniture and furnishings, Hart Building 1,500,000

Renovation to Immigration Building 10,000,000

House office buildings:

Replenishment of funds required for alterations to underground garage shop spaces 152,000

Library of Congress:

Restoration and renovation of the Thomas Jefferson and John Adams Library of Congress Buildings 111,000,000

Replenishment of funds reprogrammed for two elevators, Jefferson Building 500,000

The 11th is the East Plaza underground garage complex for \$3 million, which was transmitted subsequent to the 1985 budget.

At this time, Mr. Chairman, I thought it appropriate to mention that the 1985 request does not contain an increase in funds for electricity, oil, and coal in the appropriation "Capitol Power Plant." This is due to the stabilization of prices for these energy sources. However, if this trend changes in the near future, particularly in connection with the pending Potomac Electric Power Co. proposed rate increase before the Public Service Commission, then an additional 1984 supplemental will be forthcoming.

Mr. Chairman, that concludes my brief summary and I shall be pleased to respond to questions that you and the committee may have.

SENATE MAINTENANCE RESPONSIBILITIES

Senator D'AMATO. Thank you very much, Mr. White.

Mr. White, in our last hearing with the Secretary of the Senate and the Senate Sergeant-at-Arms, Senator Hatfield brought up the subject of duplication with respect to the maintenance of the Senate side of the Capitol and the running of restaurants, and the question of whether or not we could not make the system more efficient. There have been various commissions that have studied this, and to date nothing has really come from that. So as it relates to these areas with some specificity, I am going to ask the chairman if he would like to put some questions to you regarding this matter and see if we can't possibly begin to bring about a consolidation of these services under direct jurisdictional lines. The question comes to mind, why should the Capitol Architect be running a restaurant? It just seems ludicrous.

So, Chairman Hatfield, for the purposes of addressing this in some detail, I will turn this over to you.

Mr. Chairman.

Chairman HATFIELD. Thank you very much.

Mr. White, obviously what Chairman D'Amato is referring to goes back to the Culver Commission on which you served at the behest of the chairman of the Rules Committee, Senator Pell, and myself, along with Mr. Hoffman, Sergeant-at-Arms of the Senate, and the Secretary of the Senate. It was sort of a task force to review. Nothing has ever happened as a result. It just died in its tracks I guess.

JURISDICTIONAL CONCERNS

I always have a feeling that jurisdiction is a very great concern in the institution of the Senate and in Congress in general. Sometimes I feel that when we make these studies—and they are made by people of competence, people of perspective, and people of diverse backgrounds; members of the press, Members of the Congress, outside people. We should be able to achieve some very elementary changes. Are people clinging to tenacious jealousies and turf? Why should you run a restaurant? Because it was assigned to you to do, it has nothing to do with good architecture, it has nothing to do with your professional training, it has nothing really to do with the fact that you are appointed, not by the Congress, but by the President. You are not an employee of the Senate; you are a part of the total Government because you are the Architect of the Capitol appointed by the President.

So why should you be involved in these direct services relating to the operation of the Senate outside of the physical structure and the grounds which are, of course, a part of the Capitol entity?

I guess that would be my lead question.

RULES COMMITTEE DETERMINATION

Mr. WHITE. Well, as you know, Mr. Chairman, as you said, this is a question that was examined at some length not only by the Culver Commission but then finally by the Rules Committee itself which decided as a committee to leave things the way they were. I think that decision was made by the Rules Committee as I recall it.

Chairman HATFIELD. But why?

Mr. WHITE. I can't answer why but let me respond in some way—

Chairman HATFIELD. May I interrupt just a moment for the record?

Mr. WHITE. Yes.

Chairman HATFIELD. Why couldn't the very people I've enumerated come to any conclusions? There was so much hewing and hawing between you and Mr. Hoffman and Mr. Kimmitt as to who should have what that finally Senator Pell and I just threw up our hands because you could not come to us with a specific proposal that you had developed in consensus.

Mr. WHITE. Well, my recollection is different than that.

Chairman HATFIELD. All right. Tell me your recollection.

Mr. WHITE. I thought we did—that is, the three of us did—come to an agreement among the three of us and made that presentation.

Chairman HATFIELD. What was to happen to the restaurant?

Mr. WHITE. The restaurant was to remain where it was.

Chairman HATFIELD. In everything else we effected just a little nibbling around the edges, but there was no real action proposed there.

RESTAURANT MANAGEMENT IMPROVEMENTS

Mr. WHITE. Well, first let me say from my view, as I said at the time, I do whatever the Congress tells me to do. The Office of the Architect does not have any independent jurisdiction at all. Everything that I do is provided for by law and under the direction of a particular commission or a committee. So as far as I am concerned, whatever the Congress decides is the way we will do it. What I presented at that time was the results that had been achieved through the operation of the restaurant by the Architect's Office which were, I think, substantial. If you recall, when I first came here the operating budget of the restaurants was being subsidized to the extent of about a half million dollars a year. We reduced that to zero; we have not taken any money from the Treasury for operation purposes for a number of years, so that I presumed that people felt—because I was never privy to the final reasons why the Rules Committee left it the way it was, but I presume it was because they felt it was being properly operated and that they applied that old expression, "If it ain't broke, don't fix it."

Chairman HATFIELD. There was never any question as to the competence of the operation. That was the thing that seemed to always emerge. Any suggestion of change around here is always interpreted that way.

That is not the point, and we could never quite communicate that. Senator Pell and I tried desperately to indicate that, because any time any suggestion of change is made it is always taken as a personal criticism of someone's competence or his record of achievement. Your record is remarkable.

I come back to the basic question, what does running a restaurant have to do with the Office of the Capitol Architect? Now if we are going to draw some kind of administrative order here and get jurisdictions clear—well, let's put it this way. We would never try to operate a business at a profit the way we are organized here in the Senate. It is absolutely disgraceful. We would be a case study for any basic public administration class of what not to do, with our jurisdictions competing and overlapping and duplicating. One room is painted under two and three jurisdictions. These things are just not reasonable, logical, or intelligent. Our comments have nothing to do with the performance; only to do with trying to put some intelligent order into the Senate.

If anybody ever wanted to do a case study, as I say, he ought to come here and study organization in the U.S. Senate. I studied it. The Culver Commission studied it. Everybody throws up their hands in ut-

ter horror when they get into it, and yet we can't move to change it. Of course you've done a good job, but what does running a restaurant have to do with your Office?

Mr. WHITE. Not a thing.

Chairman HATFIELD. Not a thing.

Mr. WHITE. It doesn't have anything to do with architecture, there is no question about that.

Chairman HATFIELD. Wouldn't you rather be an architect than a chef?

Mr. WHITE. I certainly would.

Chairman HATFIELD. Fine. We will take the restaurant out. [Laughter.]

Mr. WHITE. I've been agreeing with that for a long time.

There is not any doubt about that and, as you say, there is no logical reason but since—

Chairman HATFIELD. It is a habit.

Mr. WHITE. It is a habit, and I guess the theory was that since it is operating all right, leave it alone, but there is no logic to it and there is no question about it.

DIVISION OF FUNCTIONS

Chairman HATFIELD. George, if someone suggested that the Architect provide the electrical, heating, air conditioning, mechanical, plumbing, and similar services for the Senate wing of the Capitol and the office buildings, and the Architect maintain the grounds, what else would you think the Architect should be responsible for? Using that as a starting point, the Sergeant-at-Arms would be responsible for the employment of all services necessary for the protection, care, and occupancy of the Senate wing of the Capitol and all the Senate office buildings. The Sergeant-at-Arms would run the various Senate restaurants as a service and leave to the Architect those things the Architect should be doing at the Capitol. Would you object to that?

Mr. WHITE. I have no objection to it but if you want to talk about logic, if I may—

Chairman HATFIELD. Sure.

Mr. WHITE. It was for another reason—as a matter of fact, as you know, we organized at the time of the Culver Commission what we called the Senate Management Board which is an ad hoc unofficial thing involving the Secretary of the Senate, the Sergeant-at-Arms, and the representative of the Rules Committee and the Architect of the Capitol to try to resolve these problems. We had a discussion about that several months ago, this question of what seems to be logical. It turns out that the Office of the Architect provides what I will call custodial services which I think is what you are describing other than maintenance, because that is the way we discuss it semantically, physical maintenance of the building and custodial services.

Of all the buildings on the Hill—that is, House and Senate office buildings—the Architect's Office at the moment maintains custodially 4,620,000 square feet of office space and corridors and so on. The Sergeant-at-Arms of the Senate maintains 165,000, so 97.5 percent of all of

the space on the Hill is presently being handled by the Office of the Architect. Logically then, one would say, if you are doing 98 or 97 percent of it, why not do the other 3. I am not saying this as a means of protection or turf or any of the things that you mentioned, but merely so that all of the facts are available.

Second, since there are certain items like this that are really nonpolitical—cleaning the buildings' floors is not the greatest activity in the world, so I am not trying to indicate that I have some great love for that activity, but there is a certain stability and ongoing need year in and year out to operate that in a particular way so that you get the buildings properly cleaned.

OFFICE STABILITY

I would indicate that the Office of the Architect has a greater stability in terms of personnel. For example, since I have been here, and that has not been that many years, there have been five Sergeants-at-Arms of the Senate, there have been three Secretaries of the Senate. Now that does not say that that is bad. I am just saying that for some simple repetitive kind of operation there is something to be said, I gather, for that kind of ongoing predictability.

Now obviously one could argue either way. These are the facts as they were presented before as you may remember. So that I personally have no objection to that. I would say that anything that has to do with physical maintenance of the building—repairs, painting, all of those kinds of things—if we are talking about custodial services only, the Architect's Office does not have to do any of those.

Chairman HATFIELD. Or they should do them all.

Mr. WHITE. Or they should do them all.

Chairman HATFIELD. Who does the other 3 percent?

Mr. WHITE. The Sergeant-at-Arms of the Senate.

Chairman HATFIELD. What does he do? What jobs is he responsible for?

Mr. WHITE. He is responsible for part of the Senate side of the Capitol, not all of it. We do some of it.

Chairman HATFIELD. Here is another example of the problem.

Mr. WHITE. It just grew that way, there was no logic to that at all. No question about it.

Chairman HATFIELD. You say it is illogical.

Mr. WHITE. No question about it but those are the—

Chairman HATFIELD. Do you have contests to see who sweeps?

Mr. WHITE. No, no. It works very well. For example, we do not do the custodial work in the Library of Congress. We do all of the physical maintenance. The Library of Congress does its own custodial work. The same thing is true in the Supreme Court. Both of those entities have stability, however, in the conduct of their custodial services. It can be done either way and it would be illogical for me, speaking of logic, to have any objection to that since it is that way in the other buildings on the Hill, but I offer to you the other means.

Chairman HATFIELD. Well, may I ask you to draft a memorandum for this committee, if the chairman will permit me to make this request. Once again, whether you base it on the Culver Commission or otherwise, would you outline on one piece of paper the activities that most appropriately relate to the Architect of the Capitol—unrelated to precedent, unrelated to habit, unrelated to position. If you were organizing the Office of the Capitol Architect for the first time in the history of the Republic, what would you assign as the responsibilities of the Capitol Architect, keeping in mind the professional and educational requirements and what he represents as the Architect?

Mr. WHITE. Yes, I would be happy to do that.

Chairman HATFIELD. Thank you.

[CLERK'S NOTE: The requested information can be found in the questions and responses for the record.]

WEST CENTRAL FRONT OF THE CAPITOL

Chairman HATFIELD. Thank you, Mr. Chairman.

Senator D'AMATO. Thank you, Mr. Chairman.

I think really——

Chairman HATFIELD. Sound familiar?

Senator D'AMATO. Yes.

Chairman HATFIELD. I am going to another meeting to talk about wilderness.

Senator D'AMATO. Now that you have tried to lead us out of the wilderness?

Chairman HATFIELD. The Librarian of Congress I treat very, very kindly—anything he wants, I vote for.

Senator D'AMATO. Would you provide the committee with an update on the status of the West Front renovation project, including the construction schedules and current cost estimate?

Mr. WHITE. Yes.

[CLERK'S NOTE: The requested information can be found in the questions and responses for the record.]

RESTORATION STATUS

Mr. WHITE. We have completed the removal of the paint, as I think you are aware. We have also performed a test drilling operation where we let a small contract to be sure that the specifications and the requirements for drilling the 27 foot holes and the insertion of reinforcing rods and the grouting to tie the building together structurally was the way we thought it should be done so that we would not ask for bids for a major contract without having understood the detail of what is a unique circumstance. That has been completed and very successfully.

We have removed a piece of stone as, again, a test method so we are very confident that what we have provided for in the drawings and specifications for the major contract itself, is valid; that is, the points that we have provided in there. We are well within the budget. Our present cost estimates indicate that unless something very untoward and

unexpected should occur, we will remain within the budget. We are on schedule and look forward to the successful completion of it.

PRESERVATION OF COLUMNS

Senator D'AMATO. In the hearings with the House you said that you were hoping not to have to take the columns down during the West Front renovation. What has brought about the situation that you possibly might have to take them down?

Mr. WHITE. There were two things involved. The first one, of course, is the question of preservation. If they have to come down to be properly preserved, they have to come down. They are in drums, they are not monolithic columns. They are composed of sections of drums placed one on top of the other. However, the removal of those is a major cost factor and it occurred to us that if once the paint was removed it appeared as though they could be preserved in place or at least to the extent possible, we would save a great deal of money. We spent a lot of time discussing that, not only among ourselves but with the advisory group that I appointed.

WEST FRONT ADVISORY GROUP

I appointed four people as an advisory group—an architect who is distinguished in terms of his preservation knowledge and who happens, at the same time, to be the president of the American Institute of Architects this year, which is fortuitous from my view, but at the same time he is very knowledgeable and competent in that regard. I appointed a professor from Columbia University who is a professor of historic preservation and conservation—people with knowledge about these kinds of things in addition to what knowledge we have—a civil engineer, Mr. David Volkert, and an architect by the name of Joe Scarano who is a cost control and scheduling expert. That group has met several times and has kept in constant contact with what is happening.

We discussed this column situation with them also and the consensus was that, after the paint was removed and after we took some test borings, which are small cores drilled through a couple of cracks—there are some cracks in some of those drums, it appears as though we won't have to remove the whole column—that is, all of those columns—and we are proceeding on that basis as much for cost purposes as anything else. But we would not try to save the money without proper consideration of the conservation needs, because when we get all through we want to be sure that we have accomplished it properly. That is, in simple form the reason.

Senator D'AMATO. You talk about the cost. What kind of cost impact does that have, given removing the columns?

Mr. WHITE. I am told it is approximately one-half million dollars.

NOTIFICATION OF DRILLING

Senator D'AMATO. A number of Senators with offices in the Capitol are concerned that those offices will be unavailable to them at various times during the renovation. Can you supply us with a list of the Senators and offices that will be affected and the schedule of when those offices will be unavailable?

Mr. WHITE. Yes, we will. As a matter of fact, we wrote a letter to each of them saying that we would do that so that they would be able to plan. We are going to try and minimize that, Mr. Chairman. We are going to try and work at night and on weekends where the operation is noisy. We discovered, for example, in the drilling of the holes, that the bit which does the drilling is air cooled; you cannot put water in there, otherwise, water will run through into the building. The air pressure for cooling that bit forces debris and dust out through cracks and the offices get dusty. It is nothing permanent but they have to be cleaned and it is difficult to occupy in those circumstances. We are going to try and minimize that and let each Senator know when that difficulty may arise. When we replace the windows at the final stages, we are talking about possibly putting a small, temporary partition at the end of the room so that we can work on the windows and the office could still be occupied if the Senator wanted to do that. We will be glad to provide that information.

[CLERK'S NOTE: The information can be found in the questions and responses for the record.]

INAUGURAL CEREMONY

Senator D'AMATO. Will we still be able to have the inaugural ceremonies in 1985 on the West Front despite the ongoing renovation?

Mr. WHITE. Yes. We provided for that in the construction schedule. The scaffolding which presently covers the central portion of the West Front will be removed. The stones won't be painted but we will put the red, white, and blue bunting and flags up as we did the last time if the committee decides that is where they are going to have the inaugural, which I presume they will. So it will be available. And while there will be construction activity taking place on either side, which we cannot avoid, the central portion will be a proper backdrop.

Senator D'AMATO. A greater number of stones than anticipated have to be replaced. What kind of an impact will that have on the cost estimates?

Mr. WHITE. It has some impact but still within our budget. We had, as you may recall, a fairly large contingency item for reasons of that very kind and that will be still well within our budget. The thing that we are most concerned with and which is why we made these test borings of the masonry, was that if some structural problem should occur with that drilling, the cost could get out of hand. That was why we have been so very careful with that process and so pleased with the results. I think we are in good shape on that score.

EAST PLAZA UNDERGROUND GARAGE

Senator D'AMATO. I notice your request for \$3 million for design in the underground garage into the East Plaza. Will that \$3 million be enough to complete all of the design work?

Mr. WHITE. We think not, but we can't tell yet. That is to be sure that we have enough design funds to create drawings far enough toward the working drawing stage to be able to get credible cost estimates for what that underground garage might cost.

Senator D'AMATO. What do you anticipate that underground garage would cost?

Mr. WHITE. Without any drawings, obviously, and just off the top of our head from the standpoint of—

Senator D'AMATO. Cost per foot.

Mr. WHITE. Cost per square foot—

Senator D'AMATO. How many square feet are you talking about?

Mr. WHITE. And cost per car space, for example, \$550.

We think it is going to run somewhere between \$70 and \$80 million.

Senator D'AMATO. Why?

Mr. WHITE. Well, the access involves tunnels coming in from Independence and Constitution Avenues.

Senator D'AMATO. No, no. Why the garage?

Mr. WHITE. Oh. The garage, from our standpoint, initially is a part of the master plan. It was an aesthetic question of getting that supermarket parking lot, which people considered to be an indignity to the U.S. Capitol, off the East Plaza, and that is, of course, arguable. The reason it has come to light now is for another reason.

SECURITY FUNCTION

Senator D'AMATO. For security.

Mr. WHITE. For security purposes. We were asked both by several Senators and by a hearing of the Public Works Committee on the House side to—

Senator D'AMATO. What Senators?

Mr. WHITE. My recollection is Senator Stevens was one and Senator Baker was another that I spoke to.

Senator D'AMATO. Well, I have to tell you this. This Senator is not in favor of you going forward with this garage. It is not going to be \$70 or \$80 million just as you say your plans are probably going to cost more than \$3 million. You know, we talk about saving money and we are talking about a project that may go well over \$100 million for a garage. I don't think it is a wise thing to do. I am not happy about the parking situation, no one is, it is difficult at best, but I don't believe that this is a priority.

Mr. WHITE. Well, please understand I am bringing it to you not as a—

Senator D'AMATO. Well, it is in the budget, it is a request, it comes before this committee. I am simply telling you that I don't look upon it as a priority item, I just don't, and there is no way that you are going

to. If you are telling me \$70 or \$80 million now to build an underground garage, I will tell you that the cost is going to be considerably higher than \$70 or \$80 million. The American taxpayers are going to be unhappy and I think when you talk about trying to reduce the deficit, it is an expenditure of money that we don't have to and should not be making at this time. Our priorities are out of whack.

The people have to commute by Metro. We are spending \$250-plus million a year to get people to come on in; let them come on in that way. If they don't have parking, no car pool, find additional ways. That is advanced to get the cars out of the area that way. You will find that you have to begin to tell people, "You cannot park here, you will have to park in other places." Let them all scream, let them all yell, but don't spend \$100 million-plus for this.

If the free market system wants to set up downtown parking garages, et cetera, and there are off-Hill parking spots and park and ride, fine. I just think this is a terribly costly undertaking and I am not going to support it. I am going to move to delete those funds. I hope you are not proceeding on the garage now.

Mr. WHITE. No, no.

Senator D'AMATO. I understand how this thing goes. The next thing we will find out is that you have begun to undertake this.

Mr. WHITE. No.

Senator D'AMATO. All right.

HART BUILDING COMPLETION STATUS

It is my understanding that there are a number of areas in the Hart Building that are unfinished and are likely to remain so at least in the near term. Could you please identify these areas and the amount of square footage that we are talking about and the percentage of usable square footage that they represent?

Mr. WHITE. The two primary areas that are to remain unfinished, one of them was provided for in legislation and that was the so-called physical fitness facility. That is an empty area that remains empty.

Senator D'AMATO. Oh, God.

Mr. WHITE. And the area we can provide for the record but it is big enough for a large tennis court. It is a gymnasium sized room. The area above that which is where there was a restaurant facility to be provided is also unfinished at the moment, although there are still some funds available in that original appropriation. We have received direction informally at the moment from the Rules Committee and from the Senate Office Building Commission to provide an estimate for what it will cost to at least finish that to the point where it could be used for catering. The plan is to finish the ceiling and the walls for meetings without finishing it as it was originally intended to be finished. In other words, we would not put the full kitchen in there. Because there are a couple of toilet rooms up there now, we would not put in the additional ones that were to be provided. So it would be a useful space but would not require an additional appropriation of funds so there is that under consideration now.

Senator D'AMATO. When will the carryout restaurant in the Hart Building be open for business?

Mr. WHITE. I believe sometime this summer.

By the end of the year I am told.

Senator D'AMATO. How does the price of \$16,000 for two electronic cash registers compare to those purchased earlier?

Mr. WHITE. I can't answer that.

Can you answer that?

Mr. HITZEL. The price is similar to the price we paid for the registers that we last purchased for the cafeteria.

Mr. WHITE. Same price?

Mr. HITZEL. Same price with a 2-year inflation factor built in.

Mr. WHITE. That is John Hitzel who operates the Senate restaurants.

Senator D'AMATO. Would you provide us a copy, with the Building Commission's approval, to utilize the unallocated contingency funds to complete the unfinished portions of the Hart Building?

Mr. WHITE. Yes.

Senator D'AMATO. Would you do that?

Mr. WHITE. Yes.

[CLERK'S NOTE: The requested information can be found in the questions and responses for the record.]

WORK REMAINING TO BE ACCOMPLISHED

Senator D'AMATO. What work is to be accomplished and what is the cost?

Mr. WHITE. They authorized the expenditure of approximately \$4.2 million for various items that included the finishing of all of the so-called auxiliary office spaces, spaces outside Senators' offices, that are now virtually all occupied. There are still some being completed.

Senator D'AMATO. What are they being completed for?

Mr. WHITE. Committee staffs, I understand, are occupying the bulk of them that have been moved in there from the annex buildings that are across the street to the north, the old apartment houses.

Senator D'AMATO. We are not creating public access rooms, are we?

Mr. WHITE. None that I am aware of.

Senator D'AMATO. Wasn't there a plan to use some of those where the public would come and sit?

Mr. WHITE. There is one room, yes, if you mean a hearing room, a meeting room.

Senator D'AMATO. No, a waiting room kind of concept.

Mr. WHITE. Well, only the public corridor areas. Those bridges that cross over from one side to the other have some seating areas in them. There are now some plantings that have been put in there. There is no furniture yet for them, but they are out in the public corridors.

Senator D'AMATO. You are going to put furniture out there for them?

Mr. WHITE. The theory was to do that, but we have no funding or authority to do that yet.

Senator D'AMATO. Don't come to me for funding for that. I mean that is a waste of funds.

I really would like to see that Commission's report. Would you get that to us?

Mr. WHITE. Yes, for the \$4.2 million. I would be glad to.

SENATE WING BOMB DAMAGE

Senator D'AMATO. Would you provide us with a summary of the work that you have undertaken to repair the damage caused by the explosion in the Senate wing and what work remains to be done?

Mr. WHITE. The work that was done was primarily cosmetic, there was no structural damage at all. We replaced the windows with solid material in the cloakrooms. We replastered and repainted the one window—well, the frame around the window opening such as you see in this room was completely shattered. Those look like wood but they are cast iron, and we had one recast to match what was already in existence. That is now in place and the remaining area within that now has to be finished and painted. The total cost amounted to approximately \$170,000.

MINTON TILE PROJECT

Senator D'AMATO. What is the status of the Minton tile replacement project?

Mr. WHITE. The manufacturer of the Minton tile which is a successor company to the original Minton tile company in England that supplied that had to revive and recreate their method of manufacture. It has taken them some time to do that. We now have a recent example which has just come in and we are hopeful that it will be in accordance with our requirements and that we can proceed as quickly as this year.

Senator D'AMATO. How has the enhanced security requirement impacted to the fiscal 1985 budget?

Mr. WHITE. We have a request in the supplemental, Mr. Chairman, for \$2.1 million. The basic cost that is involved there is for 30 additional cameras and monitors. We now have, as you know, 108 cameras. I guess we have added 12 more but this is for additional cameras and video tape recorders for use in the event that motion is detected by the automatic motion detection system. We are also purchasing five additional x-ray scanning devices for examining packages as they come in the building. Then, of course, there are intrusion detection devices that are being installed, which is for approximately 500 additional points at roughly \$200 a point which is part of that \$2.1 million.

Senator D'AMATO. We have a number of questions relating to the Jefferson and Adams Library Buildings.

LIBRARY OF CONGRESS

STATEMENT OF DANIEL J. BOORSTIN, LIBRARIAN OF CONGRESS

ACCOMPANIED BY:

WILLIAM J. WELSH, THE DEPUTY LIBRARIAN OF CONGRESS

JOHN O. HEMPERLEY, BUDGET OFFICER

RESTORATION OF THE JEFFERSON AND ADAMS BUILDINGS

Senator D'AMATO. I see that Dr. Boorstin is here. I don't know if you have a statement, Doctor, to submit.

Why don't you come up here.

Dr. BOORSTIN. I have a very brief statement, Mr. Chairman.

I am happy to appear here today to join with the Architect of the Capitol in his request for funds to renovate and restore the Library of Congress Thomas Jefferson and John Adams Buildings. We at the Library of Congress believe it is urgent that we take steps now to prepare our buildings and their facilities to serve the Congress and the world into the next century. We have heard much lately about excellence in education and our Nation's need to preserve and improve the quality of learning. The Library of Congress Thomas Jefferson Building, completed nearly a century ago, is a vivid and eloquent witness to the commitment of our forebears to the cause of increasing and diffusing knowledge as the hallmark of a free society. It remains a monument which it is our duty to preserve and adapt to changing needs.

CENTERS OF RESEARCH

In cooperation with the Architect of the Capitol and Arthur Cotton Moore & Associates, we at the Library of Congress have helped develop plans for the renovation and restoration of our two buildings. We aim to maintain their aesthetic integrity while providing modernized space for congressional research and scholarly pursuits using the latest technology. Newly designed centers of research which will be without precedent in the library world are now planned for the sciences, the humanities, the social sciences, area studies, as well as greatly improved facilities for our rare book and special collections.

The most recent scholarly study of the Thomas Jefferson Building describes it as "an exuberant affirmation of confidence by our Government in our own heritage and in our future." The time has come, Mr. Chairman, to reaffirm that heritage.

FURNITURE AND FURNISHINGS

In addition to the funds sought by Mr. White for renovation, the Library estimates a future appropriation of some \$11,780,000 will be needed in 1986 for furniture, furnishings, and equipment needed to outfit the two renovated buildings. A summary of these costs will be offered for the record. These funds will be sought by the Library of Congress.

Mr. Chairman, I urge the committee to concur in the request of the Architect of the Capitol for renovation and restoration of these two buildings, and I will be happy to provide further information and will support the request in every appropriate way.

Senator D'AMATO. Thank you very much, Doctor.

Dr. BOORSTIN. Thank you.

[The information follows:]

ESTIMATED LIBRARY OF CONGRESS FURNITURE AND EQUIPMENT COSTS RELATED TO THE RENOVATION/RESTORATION OF THE THOMAS JEFFERSON AND JOHN ADAMS BUILDINGS

	Thomas Jefferson Building	John Adams Building	Total
Book shelving and interior partitions	\$203,900	\$645,200	\$849,000
Special purpose furniture and equipment	1,873,200	69,300	1,942,500
Card catalogs	355,900	1,389,700	1,745,600
Reading rooms and meeting rooms	730,800	651,200	1,382,000
-Carpeting	864,700	547,700	1,412,400
Office furniture	871,100	2,041,400	2,912,500
Total	4,899,500	5,344,500	10,244,000
Contingency fee at 15 percent			1,536,000
Grand total			11,780,000

RENOVATION COSTS

Senator D'AMATO. As it relates to the Jefferson and Adams Library Buildings, we have a cost ranging from \$111 million down to some \$80 million. Can you assert that the higher figure would be required if most of the renovation is done by an outside consultant with your Office doing the balance? Why don't you take this opportunity to once again explain the methodology for these cost estimates? Specifically, why will it cost more if someone else does the work? Won't you have to substantially increase your staff if you do most of the work with your construction branch and are the costs of these increases included in your estimate?

Mr. WHITE. Yes, they are included in the estimate, Mr. Chairman. The basic difference between the three methods that are proposed—and these were developed as a result of questioning and direction from your counterpart committee on the House side several years ago—the basic difference is the question of overhead and profit to the subcontractors and general contractor. The same basic costs were used on the presumption that we can operate as efficiently or maybe more so. We didn't

take that into account although we have evidence to indicate that we can.

Senator D'AMATO. Do you really think you can operate more efficiently with an outside—

Mr. WHITE. In an occupied building we can. There are several reasons for that, not the least of which is that, as opposed to new construction on a bare piece of ground, working in an occupied building seldom can be predicted in terms of scheduling over a long period of time because of the changing needs of the occupants. Particularly here the Congress may change the mission of the entity, whatever it may be. We had that occur, for example, in House Office Building Annex No. 2 which was roughly \$25 million worth of work that we did with our own forces. There were massive delays that took place in the form of having to shift from one part of the building to another even though we had planned not to. All of those things involve dramatic cost increases with outside contractors, not simply in terms of labor and materials, but in claims for delays and extended overhead and those kinds of things. We think that is where we are able to save, not because our workmen are any better or any faster, but because we avoid the almost predictable claims for delay on the part of outside contractors.

Senator D'AMATO. Well, there you have a point. Plans for delay are something that can create tremendous, tremendous cost overruns.

Mr. WHITE. And while it is planned in this case to operate in half the building and move the people into that half and then operate in the other half, this process is going to take place over a 5- or 6-year period and no one can predict what the mission of the Library might have to be and how it might have to be altered in that period of time. We might have to shift, we might have to stop here and start there, and the delay claims would be unbelievable.

Senator D'AMATO. I understand that, we spelled it out. I have been party to many lawsuits involving the suits over delays of one subcontractor against another.

Are your overhead costs included in method A?

Mr. WHITE. Yes, all the overhead costs are included in method A.

Senator D'AMATO. Is the design package complete?

Mr. WHITE. The design package is complete.

Senator D'AMATO. You are requesting an additional \$56,000 for partitions and acoustical ceilings and wall material in the Madison Building at the Library. That represents a \$30,000 increase over last year. What amount has been allocated to date for this purpose? Will this year's request repeat the funding?

Mr. WHITE. I will have to provide that for the record, Mr. Chairman. I don't have the details on it.

Senator D'AMATO. All right.

[CLERK'S NOTE: The requested information can be found in the questions and responses for the record.]

JEFFERSON ELEVATOR SUPPLEMENTAL

Senator D'AMATO. Now you have requested \$500,000 to replenish the \$350,000 we programmed last year for the replacement of two elevators in the Jefferson Library, plus another \$150,000 to complete this project in a timely manner. Would you please elaborate on how completion of this work would be timely if the \$150,000 were approved and not timely if it were not?

Mr. WHITE. Well, the reason for that is that the \$350,000 won't do it. There are two elevators and I think the principle was initially to do one. It was decided that this would just extend the whole process over a longer period of time and would be inconvenient for everyone, and also probably cost more. We decided to do both elevators at once and the Library could operate under those conditions, and that raised it to the \$500,000. We could do one, but not both, if we don't proceed on that basis.

Senator D'AMATO. You can do one but not both.

Mr. WHITE. That is correct.

Senator D'AMATO. So that is why you need the \$150,000.

Mr. WHITE. That is correct.

Senator D'AMATO. When will they be done?

Mr. WHITE. It will take about 3 years, about a year and a half on each elevator.

Senator D'AMATO. Why?

Mr. WHITE. They have to be completely replaced. They are elevators that have been in there, I think, since 1900. It is just impossible to repair them now.

Senator D'AMATO. When will the repair work—I think you gave Dr. Boorstin a shudder.

Were you aware of this, Doctor? Three years?

Dr. BOORSTIN. We knew it would take a while, but we were not aware it would take that long.

Mr. WHITE. Well, maybe that's a——

Mr. CARROLL. They will do them one at a time.

Mr. WHITE. But the contract will be for both.

Mr. CARROLL. That is right.

Mr. WHITE. So that the contractor knows that he has both to do.

Mr. CARROLL. That is right.

Mr. WHITE. One will be operating.

Mr. CARROLL. One has not been operating for some time.

Senator D'AMATO. Wait, wait. Will you have one operating before the other?

Mr. WHITE. Yes.

Senator D'AMATO. When will that one begin?

Mr. CARROLL. A little less than a year and a half from now or from when we get the balance of the funds.

Senator D'AMATO. About 18 months when the appropriation is funded.

Mr. CARROLL. Yes.

Senator D'AMATO. Well, what did you do with the \$350,000 last year? Why didn't you start the work?

Mr. WHITE. This is Ray Carroll who is our Director of Engineering.

BID PACKAGE DEVELOPMENT

Mr. CARROLL. Senator, it has taken us 4 or 5 months since we had the authority to spend the \$350,000 that was reprogrammed to put the bid documents together which, incidentally, should be put out in April. These are beautiful old elevators as you can imagine. They have been in that building since it was constructed and we have been very careful in defining the kind of work that has to be done for the \$350,000 because we know we won't have another \$150,000 for another 3 or 4 or 5 months. So we will be out for contract within another month on the first \$350,000 which is the basic structure of the elevators; the remaining \$150,000 will be used to finish them in a decorative sense.

Senator D'AMATO. Well, you know, I think you could have undertaken the other \$150,000. There is such a thing as putting forth the bid, and if you don't have the funds, you don't go forward. I don't understand why you didn't do that. You know, that is what is going to take place. When you get into the restoration of the Library, I want to tell you something—you are going to more than make up for the cost overruns as a result of people suing each other for not being timely ready for coming in to a job. I hope you are not going to do it that way.

Mr. WHITE. You are absolutely right. This happened to be an instance where there was a lot of care taken initially and it took a little more time than we thought it would.

Senator D'AMATO. Let's see if we can get the elevator into service before a year and a half. Do you think you can do that?

No, you don't.

Mr. CARROLL. No, we can't. One elevator is still working; the other one is completely burned out, and that is the one we will work on first.

Senator D'AMATO. You are going to work on the burned out one first?

Mr. CARROLL. Yes.

Senator D'AMATO. Well, thank God. [Laughter.]

I can see you working on the one that is working now, that would really represent Government at its highest performance. We have to be happy for small things.

LEGISLATIVE CALL SYSTEM REPLACEMENT

You indicate that the replacement of the legislative call system will require 4 years. Now that seems like a pretty long period of time particularly since we have already installed it in the Hart Building. Can something be done to accelerate that?

Mr. WHITE. Yes. The 4 years, Mr. Chairman, is because of the minimum amount of time we would have to work on it when the Congress is not in session. It is not because it would take that long to do it, but it

has to be in operation whenever the House and Senate are here. So we can only shut it down to modify it during recess periods and that is the reason for the length of time. We will minimize that insofar as we can.

ENERGY CONSERVATION PROGRAM

Senator D'AMATO. Can you give us a net dollar figure that you hope to achieve in savings through implementation of your energy conservation program?

Mr. WHITE. Yes; I can give it to you now in terms of percentages and we can supply the dollars later on.

Senator D'AMATO. Good.

Mr. WHITE. I think a copy of this energy report was submitted to you so you have that. But we think that the minimum of 5-percent savings in electrical energy use alone can be achieved by the full installation of this energy management and control system. It will also generate savings for a simple payback period of 2½ to 3 years based upon current energy rates. Additional savings will occur in the conservation of energy used for heating. We do not have a good estimate on that yet, but there will be a substantial savings. As a matter of fact, the analysis made using the National Bureau of Standards life cycle cost analysis is that we have a savings to investment ratio of nearly 21 to 1 with this installation that over the anticipated life of the system, should yield a savings of \$71 million of avoided energy costs. This is the Bureau of Standards method of determining estimated energy savings.

Senator D'AMATO. That means you don't do everything wrong.

Mr. WHITE. Thank you, Mr. Chairman.

Senator D'AMATO. Until the garage you were doing some good things. You are not going to get that garage; stop it and put your engineers to work on something else.

S. 958 IMPACT ON SENATE DINING FACILITY

On Thursday, March 1, the Senate adopted an amendment to S. 958 which is a bill pertaining to Federal merit pay. The amendment relates to Government dining facilities and you have a significant impact on the operation of the Senate's dining facility. Would you care to speculate or give us an estimate as to how this amendment is going to affect your operation?

Mr. WHITE. Yes. The amendment as I understand it, Mr. Chairman, would require that funds that are received for the sale of food would have to go into the Treasury. At the moment, provided for by law, we operate within those funds, we take no moneys from the appropriations for the operation of that restaurant. We operate at just about break-even. We are enabled by law to take the money that we collect and buy food and pay labor with it. We have roughly a \$5 million gross annual business there, so if that amendment is enacted the way it is and if it applies to the Senate restaurants, we will have to have \$5 million worth of appropriations in order to support the cost of food and labor because the money coming in will have to go in the Treasury. We have no other way to pay our labor or buy our food.

Senator D'AMATO. It's an incredible way to shoot yourself in the foot, isn't it?

Mr. WHITE. You said that, Mr. Chairman; I wouldn't dare.

Senator D'AMATO. I have been heard to say more outrageous things.

Mr. WHITE. Well, as between us but not about somebody else.

I think you are absolutely right.

Senator D'AMATO. A voice vote.

Mr. WHITE. Mr. Chairman, in explanation, it includes all Government facilities. Now I don't know that there are any who have this specific kind of legislation that we have. I think they get appropriations, let's say, in other parts of the Government out of which they pay their labor and buy their food and then they take the money in and I don't know what they do with it.

Senator D'AMATO. Well, it simply means that we have to increase the appropriation to offset the money that we now pay the Treasury.

Mr. WHITE. Exactly.

Senator D'AMATO. It will be a wash, but you will see the appropriation of \$5 million.

Mr. WHITE. Exactly.

TRAVEL COSTS

Senator D'AMATO. What has your office spent on travel in each of the past 5 years?

Mr. WHITE. For the last 5 years, starting in 1979, we spent roughly \$11,000, and in 1980, \$10,000; in 1981, \$13,500; in 1982, \$9,400; and in 1983, \$10,600. It varies very little and we have a limitation, as you know, of \$20,000. We have never come anywhere near that.

SENATE ANNEX DEMOLITION

Senator D'AMATO. Bids on the destruction of the Senate annex buildings?

Mr. WHITE. We have not received bids. We have made estimates based upon what we think the bids will be.

Senator D'AMATO. Why not?

Mr. WHITE. Well, the basic reason is one of policy of asking people to bid when you don't have the funds to be able to award the contract. You can do that and tell them in advance that you may not award the contract, but you are not sure of what kind of bids you are getting under those conditions.

Senator D'AMATO. Don't you have increased maintenance costs, et cetera, as a result of that?

Mr. WHITE. Yes, we are minimally maintaining them and they are getting worse. We have vandalism that we have to guard against and they really ought not to sit there.

Senator D'AMATO. So what is the problem?

Mr. WHITE. There isn't any problem. We are asking for the funds in order to demolish them.

Senator D'AMATO. Can you get the bids prepared?

Mr. WHITE. Yes, we would be glad to.

Senator D'AMATO. Will you submit them so we can find out what it is?

Mr. WHITE. Well, we will ask for them and hope that we can get them in on that basis.

[CLERK'S NOTE: The information will be supplied when the bids are received.]

USE OF PROPERTIES FOR PARKING

Senator D'AMATO. All right. What do you plan to do with those properties?

Mr. WHITE. We have asked for the funds to do that based on our estimates of what it will cost and we didn't get bids for the reasons described.

Senator D'AMATO. But when you take down those facilities, what will they be used for primarily?

Mr. WHITE. Parking.

Senator D'AMATO. And then we can take some of the cars out of there and shift them over and take less pressure, huh?

Mr. WHITE. Yes.

Senator D'AMATO. So do it. That is a good use of the funds. Let's get that developed.

Mr. WHITE. Be glad to.

Senator D'AMATO. Don't stretch that out.

We will save some money for the gas that you are purchasing now in the Capitol Power Plant so you don't have to supply the heat over there in that building, isn't that true?

Mr. WHITE. That is correct.

Senator D'AMATO. And the other costs attendant with that thing in heating that building.

Mr. WHITE. That is absolutely right.

Senator D'AMATO. And they are absolutely coming down, is that correct?

Mr. WHITE. Yes.

Senator D'AMATO. All right.

GOVERNMENT CLAIM FOR OLMSTED FIXTURE DAMAGE

What is the status of the Government's claim for the damage to the Olmsted fixture that was recently caused by the contract?

Mr. WHITE. It is now in the hands of the insurance company for the contractor and I believe they are responding affirmatively to their obligation.

Mr. WIMBERLY. Senator, I am Ben Wimberly, General Counsel.

The insurance company sent a representative here who looked at the lamp. It is a little difficult to understand for someone not familiar with that sort of lamp. They have examined it and photographed it. They have indicated to me that they have accepted liability and were going to attempt to have the insurance company negotiate the contract directly with the restoration expert, pay them directly, and they will do the work so that we don't have to use appropriated funds.

IMMIGRATION BUILDING RENOVATION

Senator D'AMATO. The cost estimate for renovating the Immigration Building for use by the Senate Computer Center was approximately \$10 million while the estimate for the use by the Capitol Police was approximately \$5.5 million. Do these costs assume work to be performed under contract or in-house by the Architect of the Capitol?

Mr. WHITE. Those figures, Mr. Chairman, presume the work to be done by outside contractors. There has been no decision made with regard to the use yet by the Rules Committee which is why we asked for the \$10 million. Now that cost could be less; it will be about \$8 million if we do it in-house, but we presented it on that basis so that the maximum possible expenditure would be known.

Senator D'AMATO. How long will it take to do that work?

Mr. WHITE. Fifteen months for construction, I am told, Mr. Chairman. In addition, design work will take an estimated 8 to 10 months.

RESERVATIONS IN SENATE RESTAURANTS

Senator D'AMATO. I would like you to look into a situation that a number of staff have encountered from time to time relating to reservation of tables in the Senate restaurants. It seems that one or more Senate restaurant tables are reserved for personnel from the Architect's Office. Can I assume that you would disapprove of any such arrangement?

Mr. WHITE. Yes. Our people have no prerogatives that anyone else does not have. If our people are reserving tables and other people are not permitted to do that, it is not permitted.

Senator D'AMATO. Would you look into that?

Mr. WHITE. I certainly will.

Senator D'AMATO. Will you see that it is stopped?

Mr. WHITE. I certainly will.

Senator D'AMATO. You understand the incrimination if someone's boss calls from the Architect's Office to people who are working in the restaurant. If I find that that is taking place, I will be terribly dismayed.

Mr. WHITE. I would be, too, Mr. Chairman. I don't know that that is happening.

Senator D'AMATO. That is happening. Can we see to it that it is stopped?

Mr. WHITE. I will look into it and see to it that it is stopped.

Senator D'AMATO. Can I also be assured that no one in the Senate dining room is going to be called on the carpet as a result of this?

Mr. WHITE. That is right.

Senator D'AMATO. What?

Mr. WHITE. That is right.

Senator D'AMATO. The poor people.

Mr. WHITE. Yes, of course.

SUBMITTED QUESTIONS

Senator D'AMATO. We have a number of other questions we will submit in writing and ask for a response.

Thank you for your courtesy and your cooperation.

Mr. WHITE. Thank you, Mr. Chairman.

[The following questions were not asked at the hearing but were submitted for response for the record:]

QUESTIONS SUBMITTED BY SENATOR D'AMATO

General

Question: What is the total amount requested in your FY85 budget for "training and tuition"? How does this compare to the FY84 amount? How much of the FY84 appropriation for this purpose has been obligated?

Answer: For FY85 we have requested a total of \$447,913.00 for "training and tuition." This is \$24,200.00 above the FY84 appropriated amount of \$423,713.00, which is an increase of 6 percent, and is solely due to inflationary increases. A total of \$173,300.00 has been obligated as of April 1, 1984, and it is anticipated that by the end of the year the actual amount appropriated will be fully obligated.

Preparation of Books

Question: How did you arrive at a figure of \$50,000 in your "Preparation of Books" category? Have you developed complete specifications for the "computer assisted instruction packages" which you plan to employ? Do you plan to hold a formal bidding process?

Answer: At this point, the department has developed only general requirements for computer-assisted instruction packages. Our plans for FY 1985 are to focus on computer-assisted instruction for searching on our terminals, whose keyboards are very complicated composites of various foreign language character sets. Searching on such terminals is now done to some extent by every division in the department and training support is currently inadequate. The need for several related packages designed for staff members at various grade levels and at various levels of experience with the systems requires the development of a variety of software with the capability for modifications in-house by non-programmers. We have been advised by at least one company in this business that \$50,000 is a reasonable estimate of costs for the design and development of such complex software. If the contract were to be let as a total package anticipating this level of cost, we would expect to formally advertise the requirement, allowing competitive responses from qualified vendors.

Preservation of Library Materials

Question: Only two people to undertake a research program in the preservation of photographic materials seems a relatively insignificant effort for what is characterized as a basic research program. Is it your plan to expand this effort in future years? Do you have an idea of the additional resources that might be required? Have you had any discussions with private industry as to how they could contribute to your work?

Answer: The addition of one senior scientist and a technician to start a research program in the preservation of photographic materials is adequate to the task if the senior scientist's area of expertise is in photographic materials. In addition, our program will have input from several scientists in this country doing photographic materials research. It is envisioned that outside advice

will be sought to assist our research laboratory in establishing directions and to help coordinate our programs with other efforts in this area. We have adequate research support for this program, with the exception of adding up-to-date analytical instrumentation. A request for funds is included in the FY 1985 budget to initiate a three-year program to upgrade the capability of the research and testing laboratory. The equipment needed for this program is included in that request.

We have no plans at present to expand this effort in future years unless we come upon research findings that require more effort. If this does take place, the expansion would involve a second laboratory technician to do additional bench work.

We have not had any discussions to date with private industry as to how they could contribute to the project. The industrial photographic research community, although having considerable interest in archival properties of their photographic materials, has not taken an active role in preservation research on these materials.

Copyright Office

Question: How does the Copyright Office intend to utilize its request of \$33,500 for "training and tuition" of its personnel?

Answer: In the past few years the Copyright Office has made significant gains in the area of productivity. One of the ways we have accomplished this has been through the introduction of employee involvement techniques. Consultative Management, as we call it, has established an organizational culture that is conducive to finding new ways to "work smarter." For this management effort to be fully successful and for us to continue to absorb increased receipts with a stable staffing level, it has been and will continue to be necessary to train both management and staff in such skill areas as problem solving, communication, time management, and team building. In addition to this training, we have and will continue to sponsor management seminars led by members of the private sector, who have discussed with our managers and supervisors many of the productivity improvement techniques being used by Corporate America that are translatable to the public sector. We will continue to provide technical training for our staff in the skill areas necessary for them to carry out their assignments with more efficiency and effectiveness. These include training in the copyright law, letter writing, typing, and automation. Our 1985 training money then will be spent to "retool" the skills of our managers, supervisors, and staff to more successfully meet the challenge of our increasing workload.

Paper Deacidification Program

Question: You have requested \$11,500,000 for a 40,000 square foot deacidification facility. Last year the request was for \$2,500,000 and a 5,000 square foot facility. That kind of increase makes us wonder if you understand the project. Who has done this planning?

Answer: The planning has been done with the assistance of Northrop Services, Inc., who has the engineering expertise.

Question: Are the working drawings for the facility completed?

Answer: The detailed working drawings are completed. Final construction blueprints are in the process of being finalized at this time.

Question: Where would it be built?

Answer: It would be built at Fort Detrick, Maryland.

Question: Who would build the DEZ facility?

Answer: The Army Corps of Engineers would construct the building, and the Library of Congress would pay the Corps for the expense.

Question: How would the Corps of Engineers and/or other U. S. Army components be involved?

Answer: The building would be designed by an architectural and engineering firm employed by the Library. Their design would be approved by the Corps of Engineers, and they would be consulting with the Corps during the actual design phase. Base support facilities at Fort Detrick, Maryland, would be used by the Library, and we would pay annual fees to the Army for them. The Army would hold title to the land and building, but the Library would have a long-term lease for its use.

Question: What is the timetable for construction and occupancy? (Supply a schedule for the record.)

Answer: A detailed building construction schedule has not yet been completed. We estimate that the structure will be completed, including installation of equipment, sometime in fiscal year 1986. We estimate that fiscal 1987 would be the first full year of plant operation. (A proposed schedule for key activities is provided for the record.)

Question. Have you asked GSA or DOD if they have an available facility?

Answer. As stated in Mr. Curran's testimony, sites at numerous military installations were considered as well as some property to be surplus by GSA where no support services would be available. We also consulted with the Office of the Architect about a site location under their jurisdiction.

Question. Do you have the authority to contract for this facility? If so, cite the authority.

Answer. We have the authority under the provisions of 31 U.S.C. 1535 and 1536 to transfer funds to the Corps of Engineers or other government agencies. However, we understand that specific authority has to be obtained to construct the facility. The Library is now seeking such authority. Senator Mathias introduced S-2418 on March 13, 1984, which would authorize the construction and funding.

Congressional Research Service

Question: Please tell us how many people you already have in the positions for which you are requesting increases, and how many people you have had in these positions for each of the last five years.

Answer: The following chart shows the number of budgeted positions engaged in the same or similar functions from FY 1980 through FY 1983.

<u>POSITIONS</u>	<u>FY</u> <u>1980</u>	<u>FY</u> <u>1981</u>	<u>FY</u> <u>1982</u>	<u>FY</u> <u>1983</u>	<u>FY</u> <u>1984</u>
<u>Policy Analysis and Research</u>					
<u>American Law Division</u>					
Paralegal Assistant	2	8	8	8	11
Legislative Attorney	13	11	9	9	10
(Three positions downgraded to Paralegal Assistant since FY1980)					
<u>Economics Division</u>					
Reference Assistant	3	3	3	3	3
Assistant Division Secretary	2	5	4	5	6
<u>Education and Public Welfare Division</u>					
Analyst in Social Legislation (Health)	8	7	8	7	6
Analyst in Social Legislation (Income Maintenance)	7	6	8	9	9
Analyst in Social Legislation (Methodology)	3	4	4	5	7
<u>Environment & Natural Resources Policy Division</u>					
Analyst in Energy and Materials .	8	8	8	8	9
<u>Foreign Affairs and National Defense Division</u>					
Reference Assistant	3	3	3	3	3
<u>Government Division</u>					
Analyst in American National Government	0	0	2	3	4
<u>Science Policy Research Division</u>					
Analyst in Environmental Health Sciences	7	7	8	9	9
<u>Information and Reference Services</u>					
<u>Office of Assignment, Reference and Special Services</u>					
Inquiry Recorder	16	16	16	16	16
(Two positions supervisory since FY 1981)					

<u>POSITIONS</u>	<u>FY 1980</u>	<u>FY 1981</u>	<u>FY 1982</u>	<u>FY 1983</u>	<u>FY 1984</u>
<u>Information And Reference Services (cont'd.)</u>					
<u>Office of Automated Information Services</u>					
Information Systems Assistants (2 positions).....	0	0	0	0	0
Editorial Assistant.....	0	0	0	0	0
<u>Congressional Reference Division</u>					
Reference Librarians (2 positions)	40	42	41	42	43
<u>Library Services Division</u>					
Congressional Documents Maintenance Assistant.....	3	3	3	3	3
Bibliographic Assistant.....	2	3	4	4	4

Question: Can you quantify the "greatly increased number of calls" that leads you to ask for another "Inquiry Recorder" position or the "staggering number of requests for factual information" underlying your request for two more reference librarians.

Answer:

Inquiry Recorder

The telephone call continues to be the most frequently used medium for the placement of a request with CRS. As the focal point for the receipt of 58% of all inquiries, the CRS Inquiry Section handles an enormous number of calls--to place requests, amend or inquire about a request already placed, or ask for general information. In FY 1983, the Inquiry Section handled over 281,000 calls, an increase of 24.7% since FY 1980 when over 225,000 calls came into the Section. In that time, the number of budgeted Inquiry Recorders has remained constant.

Reference Librarian

Based on substantial workload increases, two GS-9 Reference Librarian positions have been requested for Congressional Reference for FY 1985. One is requested for the Division teams, one for the Senate Reference Center.

Overall, the Division's workload has grown by 44% in the last five years, going from a total of 195,223 cleared in FY 1979 to 280,345 cleared in FY 1983. While we have been able to absorb much of this increase in workload through the design/production of such multiple use products as Infopacks, the Stats Line of economic indicators, and Reference Briefs, an additional Reference Librarian is needed to assure timely response to congressional requests for reference information.

The second GS-9 Reference Librarian is requested for the Senate Reference Center. The workload of that Center has grown steadily since its establishment in 1973, particularly in the last five years. In FY 1983, the Senate Reference Center handled 45,433 inquiries from Senate offices, compared to 26,445 in FY 1979. The Center's staff of three professional librarians--one of whom also serves as supervisor for the Center--now handles over 200 inquiries per day. Because of the present staff/workload ratio, Senate requesters must frequently wait for assistance. This additional position will help us meet the demands posed by the Center's larger physical plant which as of March 27th encompasses five rooms. It is expected that by FY 1985 the workload in the Center itself will double due to the enhanced facilities and more frequent use of the Center by Senate staff.

Question: Your request includes nearly one million dollars for the rental of equipment, the largest single item in your expense budget. How do you think we could reduce costs in this area?

Answer: Since FY 1981 the trend in CRS has already been to spend a smaller percentage of our total budget each year on equipment. The FY 1981 expenditures, for example, were 3.08% of the CRS budget for rental of equipment compared to a projected 2.03% for FY 1984. Elsewhere in government and in industry, the trend is to increase the ratio of dollars for equipment to dollars for salaries because of the productivity derived from office automation. We believe our present trend must be reversed in future years if we are to continue to improve the productivity of our professional as well as clerical staff.

At the present time, about 74% of our rental expenditures are for copying equipment, one-third of which supports the production and distribution of issue briefs, the SDI system, and the Infopacks. In our view, these expenditures may be reduced without reducing the quantity of services we provide only if we reduce or discontinue the practice of supplying printed copies of these products and substitute the provision of microfiche.

The remaining 26% of CRS expenditures for the rental of equipment are primarily for word processing. And, our analysis of the use of microcomputers to support the CRS research effort strongly suggests that there will be significant near-term needs for additional expenditures in this area if we are to continue to improve professional productivity through office automation.

Question: Can you now supply attendance figures for CRS seminars over the last five years, and the cost of those seminars? Where do the necessary amounts appear in your request?

Answer:

CONGRESSIONAL ATTENDANCE AND CRS COSTS FOR SEMINARS, WORKSHOPS
AND LEGISLATIVE INSTITUTES:
FY 1979 - FY 1983*

<u>Fiscal Year</u>	<u>No. Events</u>	<u>No. Participants</u>	<u>Total Cost</u>	<u>Avg. Cost Event</u>	<u>Avg. Cost/ Participant/ Day</u>
STAFF SEMINARS/WORKSHOPS: 1 Day					
1979	70	4213	\$ 5,072	\$ 72	\$ 1.20
1980	61	2420	4,299	70	1.78
1981	63	3750	3,759	59	1.00
1982	46	2324	2,330	51	1.00
1983	68	3386	3,725	55	1.10
MEMBER SEMINARS: 1 Day					
1979	11	470	\$19,161	\$1,742	\$40.77
1980	29	897	12,035	415	13.42
1981	5	168	1,344	268	8.00
1982	15	249	1,693	113	6.80
1983	8	192	1,507	188	7.85
PUBLIC POLICY INSTITUTE: 3 Days					
1979	1	203	\$ 4,994	\$4,994	\$ 8.20
1980	1	292	6,258	6,258	7.14
1981	1	613	4,870	4,870	2.65
1982	1	581	1,162	1,162	.67
1983	1	707	4,659	4,659	2.20
LEGISLATIVE INSTITUTES (BASIC): 1 Day					
1979	5	635	\$17,458	\$ 3,491	\$27.49
1980	4	572	8,407	2,101	14.70
1981	4	543	6,977	1,744	12.85
1982	4	769	10,404	2,601	13.53
1983	5	605	8,482	1,696	14.02

<u>Fiscal Year</u>	<u>No. Events</u>	<u>No. Participants</u>	<u>Total Cost</u>	<u>Avg. Cost Events</u>	<u>Avg. Cost/ Participant Day</u>
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ADVANCED INSTITUTES: 2 1/2 Days **

1979	4	183	\$17,193	\$ 4,298	\$37.58
1980	4	229	18,631	4,658	32.54
1981	4	195	18,330	4,582	37.60
1982	4	257	19,467	4,867	30.30
1983	4	197	14,925	3,731	30.30

GRADUATE INSTITUTES: 4 Days ***

1979	2	76	\$29,174	\$14,587	\$95.97
1980	3	157	20,973	6,991	33.40
1981	2	92	23,276	11,638	63.25
1982	2	93	21,762	10,881	58.50
1983	2	100	18,520	9,260	46.30

DISTRICT INSTITUTES: (Cosponsored with Senate and House Leadership):
3 Days ****

1979	1	69	\$ 8,859	\$ 8,859	\$42.80
1980	5	350	25,551	5,110	24.33
1981	4	272	10,608	2,652	13.00
1982	3	470	16,450	5,483	11.67
1983	4	283	10,171	2,543	11.98

* Does not include CRS staff salary costs

** Registration fee of \$60 paid from Member Official Expense Account partially offsets lodging costs

*** Registration fee of \$75 paid from Member Official Expense Account partially offsets lodging costs

**** Member offices pay all travel and lodging costs for their staffs

Logistical support for the Seminars, Workshops and Institutes is paid from various allotments, including: 21A Travel, 23E Rental of Equipment, 24L Offset Reproduction, 25A Miscellaneous Services, 25F Professional and Consultant Services, and 26A Office Supplies. In the case of the Advanced and Graduate Legislative Institutes, Member offices pay registration fees which partially offset lodging costs; in the case of District Institutes, Member offices pay all travel and lodging costs for their staffs.

Question: Several years ago your capable staff provided the House Appropriations Committee with a report on the cost of printing and other services related to the introduction of a bill. I have a copy of that CRS report from the printed hearings of budget testimony in 1976, which I will provide you.

My suspicion is that like all things in life those costs have considerably increased. I wonder if it would be possible for you to provide for the record an update of those various categories of costs?

Answer:

COST ESTIMATES FOR INTRODUCING A BILL IN THE HOUSE OF REPRESENTATIVES

This statement responds to your request that we prepare an estimate of the current cost of introducing a bill in the House of Representatives for comparison with a similar estimate done in early 1975 for the House Legislative Branch Appropriations Subcommittee.

This estimate follows the same format as the 1975 effort by attempting to identify those elements common to the introduction of most bills, and then attempting to itemize the expenditures associated with each stage of the process.

Any estimate of this type is subject to some necessary analytical limitations, constraints, and assumptions. Cost estimates are based on expenses presumed to be incurred in the introduction of a 20-page bill of moderate complexity. Different observers may have different notions concerning what constitutes moderate complexity.

The estimate makes no attempt to include any legislative or policy activity prior to the time in which a Member develops some relatively firm notions about a draft bill. Therefore, the report makes no attempt to estimate the potential costs of earlier hearings or other committee action which may have prompted the introduction of this bill. It similarly excludes any costs associated with Member or staff consultation with executive branch officials, or with representatives of private sector interest groups.

In most instances, we have retained the same methodology used in the 1975 report. However, where congressional processes have changed, or where more comprehensive data has become available, we have revised the methodology to use newer or more comprehensive sources. In those instances where the methodology differs, we shall so note.

ELEMENTS INVOLVED IN THE INTRODUCTION OF A BILL

Conception of idea

The initial element in the development of a bill is, of course, the germination of the underlying idea in the mind of the Representative or staff. Because of the variety of factors which could lead Members or staff to consider the need for new legislation, it seems impossible to attach any kind of cost estimate to this item. There have been no systematic studies of this process.

Substantive research

Once the idea for new legislation has formed, some basic staff research is required: to enumerate the basic components of the policy problem; to determine existing governmental programs (if any) which relate to the problem; and to evaluate the alternative courses of action which could be taken to address the problem. Staff must become acquainted with past and present legislative activity in this area. It is also during this phase that CRS analysts may become involved in the process. We assume that a legislative assistant and a CRS analyst will spend 3 and 2 days respectively on this project. ^{1/} Our current estimate of the normal expenditures for these activities on a 20-page bill is \$252 for the legislative assistant and \$328 for the CRS analyst. ^{2/}

Outline of bill

Once the major issues to be addressed in the bill have been agreed upon, an outline of the contents of the bill must normally be drafted. In accomplishing this task, we assume that no additional CRS analyst assistance is requested, and that completion of the outline would require two days of a legislative assistant's time, or \$168.

^{1/} In retrospect, this estimate of CRS analyst time may be too high. Since this presumes an average bill, this estimate would require CRS analysts to provide 16,000 staff days biennially to assist Member staff with planning bill introductions. This would require each CRS analyst to provide about ten percent of their work time to assisting individual House Members with bill introductions. Thus, this estimate may be too high.

^{2/} Average salary is based on Congressional Management Foundation August 1983 survey of staff salaries in 205 House offices. Salary average is for first assistant LA positions.

Draft of bill

Appropriate legislative language must be drafted based upon the outline of the bill. In some instances, the text of a bill may be supplied by executive branch agencies, or by staff from outside organizations. In such instances, cost estimates would be imprecise, and would, additionally, not be directly attributable to the legislative branch. If the bill text were drafted by the Office of Legislative Counsel, and assuming that it took one staff day to accomplish, the cost is estimated at \$240.

Final copy

In our earlier estimate, we included time for the typing and clerical preparation of a perfect final copy of the bill prior to introduction. Now, in many instances, the Office of Legislative Counsel will produce such a product on its word processors in the course of drafting bill language. Consequently, a separate estimate for typing the final copy no longer seems necessary, but the cost may be reflected in estimates from the Office of Legislative Counsel.

Introductory statement and analysis

The next item involves development by the Member's staff of an introductory statement and a section-by-section analysis of the bill. These expenses are estimated at \$42 and \$84 respectively, plus \$12 in secretarial salary costs, assuming the legislative assistant requires four hours to prepare the statement, eight hours to prepare the analysis, and that secretarial staff requires approximately one and one-half hours for typing. ^{3/}

Solicitation of cosponsors

Members commonly seek to obtain cosponsors through informal contacts, phone calls, and so-called "Dear Colleague" letters. Part of this effort is expended by the Member, and part by the staff. Assuming that the preparation of a "Dear Colleague" letter could be done concurrently with the introductory statement, duplication and mailing costs are minimal. Photocopy costs range from 1.5 cents to 2.0 cents per copy; or a maximum of \$8.80 for copying a one-page "Dear Colleague" for all House Member offices; House mail handlers earn roughly \$14,000 annually, or \$6.70 per hour. Authoritative sources report that it requires approximately ten minutes to sort a "Dear Colleague" letter, or about \$1.10 in mail handler salary. The amount of staff time spent answering phone calls responding to the "Dear Colleague" letter is extremely variable. Members may also solicit cosponsors through Extensions of Remarks or one-minute speeches. Congressional Record printing costs are covered separately

^{3/} The Congressional Management Foundation survey shows an average secretarial salary of \$15,210 per annum, or \$7.29 per hour.

later. In all, the costs here are not substantial, or are too variable for accurate estimate, and are therefore excluded. 4/

Introduction of bill

Finally, the Member introduces the bill in the House. In most instances, the Member introducing the bill will make no substantive comments on the floor, but will instead insert remarks in the Record. 5/ The Office of the Parliamentarian issues recommendations on the referral of the bill to committee, which are then formally announced by the Speaker. 6/ The Journal Clerk then formally records the bill introduction and referral in the Journal. The time involved in these four efforts is usually minimal, as are the costs involved.

Actions of the bill clerk

After the formal introduction of the bill, the bill clerk records the introduction and assigns a number to the bill. He prepares a notice for introduction into the Congressional Record, along with a listing of all co-sponsors. The task requires perhaps 30 to 45 minutes, depending upon the number of cosponsors. Based on prevailing salary costs among bill clerks, the costs for processing this average bill could range between \$10-\$15.

Printing of the bill

The text of the bill is then sent to the Government Printing Office. Staff at GPO projected the cost of printing the standard 3,000 copies of a 20-page bill at \$1,672.

4/ The level of controversy or complexity of a bill may be inversely related to the amount of staff time (and thus cost) devoted to cosponsorship. On highly controversial or very visible legislation, little effort to obtain co-sponsors may be required. More routine measures, for example, commemorative resolutions which require the cosponsorship of a majority of the House prior to action, may require much more staff time to solicit cosponsors.

5/ Costs involved in preparing a statement to be inserted in the Record and the costs of printing such a statement are enumerated later in this report.

6/ The referral of this "moderately complex" bill is presumed to have raised no controversy concerning committee jurisdiction, nor is there any presumption that the bill is multiply referred. In many instances, staff may seek advice of the parliamentarian's staff concerning drafting and syntax issues which might contribute to or detract from a multiple referral. Because of the variable length or frequency of these pre-introduction meetings, no attempt to quantify time or costs has been made.

Printing of Member's speech

Next, the Government Printing Office prints the Member's speech in the Congressional Record. Occasionally, the Member will also insert the text of a section-by-section analysis of the bill. Assuming that the Member's remarks are inserted in the Record without having been spoken on the floor (and thus entailing salary costs for Recorders of Debate), printing the speech and other materials would cost \$1455, assuming three pages of text at the GPO rate of \$485 per page.

Printing of notice of introduction

The Government Printing Office also prints in the Congressional Record the notice that a bill has been introduced, as well as a listing of co-sponsors. Estimating that the bill notice (along with the names of twenty cosponsors) takes up two column inches in the Congressional Record, the pro-rated printing costs would be approximately \$36.

Bill Digest

The Bill Digest Unit of the Congressional Research Service prepares the digest of all legislation introduced in the House and Senate. These digests are included in on-line legislative data bases, as well as in the CRS publication, Digest of Public General Bills and Resolutions. Authoritative sources estimate the cost of preparing a finished digest on the bill in question at \$47. ^{7/}

Initial processing by committees

Certain relatively small committee expenses are incurred with the referral of a bill after its introduction. Appropriate committee staff must formally record receipt of the bill, may draft an appropriate notice of referral for inclusion in the committee's calendar, and, in most instances, will see that the bill is referred to one or more of the committee's subcommittees for initial consideration.

This task is normally performed by a committee calendar clerk, or staff member holding a comparable designation. The salaries of committee staff with such responsibilities vary between \$30,000 and

^{7/} House Rules formerly required CRS to prepare a 100-word summary of each bill for inclusion in the Congressional Record. This requirement was deleted from House Rules in 1981.

\$50,000 per annum. Assuming the routine processing of such measure to take one hour of time, costs would vary between \$15 and \$25. 8/

CONCLUSIONS AND CAVEATS

The estimated calculable cost of introducing this hypothetical 20-page bill now ranges between \$4,361 and \$4,376, an increase of approximately seventy percent since our \$2,442 estimate of 1975. A major contributor to this cost increase has been inflation. Using the GNP implicit price deflator, our current bill introduction cost estimate would be between \$2,544 and \$2,552 expressed in constant 1975 dollars. Other variables contribute to the changed cost as well: certain procedures and costs incurred in 1975 are no longer required under House Rules, nor are they still performed.

Automated technology has eliminated some of the clerical steps in bill processing, with a consequent savings in staff salary costs. Automated production of the Congressional Record appears to have reduced the rate of growth in those printing costs. Many committees have assigned responsibility for processing referred bills to a calendar clerk. These staff generally earn less than the chief clerk who was presumed to perform this task in 1975. Thus, although the attributable costs of bill introduction have risen substantially, inflation accounts for most, if not all of the differential, and some economies have been achieved by procedural and technical changes.

The report focuses on the presumed costs of introducing a bill emanating from a Member of the House. The report excludes Senate legislative costs such as those involved in introducing a companion measure in the Senate. The report does not address the important role which the executive branch plays in developing a legislative program, and in drafting major legislative vehicles for introduction in the House or Senate. Agency costs in such efforts could be substantial, but are not addressed here. Similarly, many committees and their staffs develop legislation as the result of oversight or investigations, and the direct role of an individual Member and his or her staff in the conception of such legislation is minimal. However, potentially attributable committee costs are high, but not examined in this report.

8/ Salary data obtained from review of committee staff salaries and titles in the Report of the Clerk of the House, for the period ending September 30, 1983 (H. Rept. 98-136). In some instances, the committees may also send copies of referred legislation to the appropriate Federal agencies for comment. The amount of time to process agency comments, if solicited and if received by the committees, would vary according to the length and complexity of the agency report. No attempt has been made to estimate committee administrative costs in such matters. This report also assumes no significant subcommittee staff costs incurred solely as a result of a bill referral.

Among the support agencies, only staff costs for CRS assistance are included. CBO and GAO normally do not assist individual members in conceptualizing draft legislation. However, indirectly, CBO, GAO, or OTA studies and reports may contribute to the evolution of new legislative proposals, although no direct costs are attributed here.

The data in this report should be used with some care and caution. Excluded from the attributable costs of bill introduction are such overhead items as the costs of personal office, committee, and chamber data processing staffs and networks; estimates of presumed office space costs, equipment, and utilities, and the costs of staff not directly involved in legislative production. Under generally accepted accounting principles, such costs would normally be included, but in an institution such as the Congress, these costs are virtually impossible to itemize.

Both our previous and current cost estimates are based on impressionistic surveys of salary costs and work time. Different bills could consume vastly different amounts of time, with resultant variable costs.

It must also be noted that most of the staff costs itemized here would be incurred regardless of the number of bills introduced. Most congressional and support agency staff are salaried, and continue to work regardless of the number of bills introduced. The number of bills introduced in the House has fallen from 16,982 in the 94th Congress (1975-1976) to 8,094 in the 97th Congress (1981-1982). Several factors seem to have contributed to this decline: changes in the House rules limiting the number of cosponsors per bill, apparent interest in considering and passing more comprehensive legislative vehicles, and a seeming disinclination to propose new programs or measures at this time. Thus, some observers would question whether it is advisable to introduce a greater number of bills so as to reduce the average cost per bill.

Estimates of Cost of Introducing 20-Page Bill
In House of Representatives; 1975 and 1984

Type of work	Offices involved	Cost	
		1975	1984
Conception of bill	Member	NA	NA
Research on problem	Member, CRS	390	580
Outlining of bill	Member	129	168
Drafting of bill	Member, Legislative Counsel	154	240
Typing of final copy	Member, Legislative Counsel	40	NR
Drafting introductory statement	Member	39	48
Section-by-section explanation	Member	78	90
Solicitation of cosponsors	Member	NA	NA
Introduction in House	Member	NA	NA
Recording of introduction, assignment of number, notice of introduction, etc.	Bill clerk	8	10-15
Printing of bill	GPO	659	1,672
Printing of speech in Record	GPO	834	1,455
Printing of notice of introduction and cosponsorship	GPO	23	36
Preparation of bill summary	CRS	34	NR
Preparation of bill digest	CRS	28	47
Initial processing by committee	Committee	26	15-25
Total		2,442	4,361-4,376

NA--indicates cost cannot be systematically ascertained.

NR--indicates not required under current House rules or practice.

Question: Please outline the activities which appropriately relate to the duties of the Architect of the Capitol, unrelated to the past or to habit, per Senator Hatfield's request.

Response: The following information is submitted in response to the request: Throughout the Senate Wing of the Capitol, the Senate Office Buildings and the Senate Side of the Capitol Grounds, provide (1) the following professional services for design and construction, both new and existing, including alterations and restoration: Architecture, Engineering, Planning, Landscape Architecture, Historic Preservation, Graphic Signage, Space Planning, Interior Design, Urban Planning; (2) structural, mechanical and architectural maintenance; custodial care and property management insofar as it relates to maintenance; (3) management of construction of new buildings and modifications, repairs or alterations to existing buildings; (4) selection, care and conservation of all works of art and decorative arts; (5) design selection, procurement, and maintenance of furniture; (6) maintenance of data bank for space management; (7) maintenance of archives of physical structures, their contents and the Capitol Grounds; (8) physical arrangements for ceremonial occasions such as inaugural ceremonies.

The foregoing description is of course generalized and is intended to include the detailed activities that are normally encompassed by the general terms.

Other activities not described above but presently assigned to the Architect, such as, for example, total custodial care (since 1910) of the Senate Office Buildings and operation of the restaurants (since 1961) may not initially appear to be a logical extension of the professional activities that have been enumerated. However, experience indicates that there is a close tie, in the expectations of building occupants, between building maintenance functions and custodial care. This expectation is manifested by the "single source" telephone call that involves a request for repair of a faucet, for example, combined with a request for special attention to cleaning. As mentioned in the testimony, the fact that the Architect's office performs the custodial work for 97 percent of the space occupied by the Senate and House and 100 percent of the building maintenance would indicate the logic of that relationship.

Thus, it is submitted that it may be useful to consider these matters in the light of practicality and prudence as aspects of logic.

Question: Per Senator D'Amato's request, please provide the Committee with an update of the status of the West Front renovation project, including cost estimates and construction schedules.

Response: The Paint Removal Contract and the Test Drilling Contract are complete. The information gained from this test drilling has been incorporated into the contract documents for the General Construction Contract, which is the major contract for this project.

The Project Manual, specifications and drawings for the general contract have been issued to the prospective offerors. A preproposal conference is scheduled for the first week in April. The

contractor selected for this phase will be responsible for the drilling of holes, installation and grouting of tie rods, and removal and replacement of faulty stones. It is anticipated that a contract will be awarded by the end of May, 1984, the Contractor will then submit his proposed construction schedule for approval.

To date, \$1,927,861 of the \$49,000,000 appropriation has been obligated, leaving an unobligated balance of \$47,072,139. The current cost estimate for the restoration work indicates that the project is within the budgeted amount.

The following table summarizes the current construction schedule.

Paint Removal Contract Completion.....	February, 1984
General Construction Contract Completion.....	November, 1987
Painting Contract Completion.....	November, 1987
Birdproofing Contract Completion.....	February, 1988

Question: To further our discussion of the Hart Building, please identify those areas which are unfinished, the amount of usable square footage they comprise, and the percentage of usable square footage they represent.

Response: The following table summarizes the requested information.

Incomplete Areas	Total Square Footage	* Percent of Total Square Footage	Current Percent Complete
Auxiliary Office Space	20,050	2.6%	80%
Central Hearing Facility	11,374	1.5%	55%
Physical Fitness Facility	12,560	1.7%	0%
Dining Area, 9th Floor	10,800	1.4%	0%
Totals.....	54,784	7.2%	

* Based on total net usable space of 758,043 square feet.

Question: You remarked that a number of stones on the West Front will need replacement. Please state how this will impact your original cost estimates.

Response: Because this project encompassed several unknown conditions, such as the real extent of stone deterioration, the budget was developed with a large contingency amount. We anticipate the contingency will be sufficient to accommodate repairing or replacing the additional stones.

Question: Per our conversation about Senators' offices which will be affected by the West Front renovation please supply a list of the Senators and offices which will be affected, and a schedule for when those offices will be unavailable, if they will be.

Response: The following offices on the Senate side of the Capitol will be affected by the West Front restoration.

S-142	S-231	S-330
S-143	S-232	S-331
S-144	S-233	S-332
S-145	S-234	S-333
S-146	S-235	S-335
S-146A	S-236	S-337
S-147	S-237	S-337A
S-148	S-238	S-338
S-149	S-239	S-339
S-150	S-240	S-409
S-151	S-325	S-414
S-152	S-326	S-415
		S-416

The final construction sequence will not be determined until the general construction contract is let. We will, of course, keep the affected occupants informed of the schedules; likewise, we will provide this Committee with this information.

Question: With regard to our discussion of acoustical ceiling and wall materials, what amount has been allocated to date for supplying those materials to the Madison Building? Will this year's request complete funding? If not, what additional funds will be required?

Response: The following is a list of annual expenditures for movable partitions and acoustical tile in the JMMD after the original construction expenditures.

<u>Fiscal Year</u>	<u>Allotment</u>	<u>Expended</u>
1980	Movable Partitions	\$10,737.78
1981	Movable Partitions	2,222.00
1982	Movable Partitions	9,917.12
1982	Acoustical Ceiling & Other Materials	17,056.00*
1983	Movable Partitions	17,373.10
1983	Acoustical Ceiling & Other Materials	8,849.24
1984	Movable Partitions	25,104.30

* To replace material damaged from nonrecurring initial occupancy activities.

Because of the anticipated continuing changes in Library program and personnel requirements, the need for the replacement of damaged partitions indicates a requirement for an annual allotment at the current amount of \$56,500 for that purpose for several years.

Question: Please provide a copy of Building Commission approval to utilize unallotted contingency funds to complete unfinished portions of the Hart Building. What work is to be accomplished?

Response: The following work has been authorized for completion by the Senate Office Building Commission: Automatic Smoke Control, Data Communications Cables, Energy Management System, Auxiliary Office Space, Carpeting, Demountable Partitions, Central Hearing Facility, Vertical Blinds, Central Wing First Floor Offices, and Security Stations. A copy of the Senate Office Building Commissions' letter follows.

March 23, 1982

The Honorable George M. White
Architect of the Capitol
SB-15, The Capitol
Washington, D.C. 20510

Dear Mr. White:

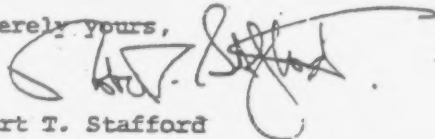
At a meeting of the Senate Office Building Commission on Friday, March 19, 1982, two significant actions were taken involving the work of your office:

1- On a motion by Senator Johnston, the Commission voted to direct your office to complete as many unfinished portions and aspects of the new Hart Senate Office Building as can be accomplished within the contingency monies that may become available as other portions of the project are completed. Attached is a list of those items, in the order of the priorities agreed upon by the Commission. The roll call vote favoring this proposal was 4-to-1.

2. By voice vote, the Commission also agreed to direct you to seek authorization from the appropriate standing committees of the Congress for legislation that would authorize an appropriation of \$8.5 million to settle late claims involving construction of the Madison Library.

Your cooperation is most appreciated.

Sincerely yours,


Robert T. Stafford
Chairman
Senate Office Building Commission

Question: Please elaborate on how completion of the replacement work on the two elevators in the Jefferson Building will be "timely" if the additional \$150,000 you are requesting is approved, or not "timely" if it is not? Also, can you describe the impact on the activities from which the \$350,000 was reprogrammed if the replenishment is not granted?

Response: The replacement of the two elevators in the Jefferson Building is part of the Restoration of the Jefferson and Adams Buildings project, but is being accelerated in response to a request to provide immediate improved elevator service to the Library as well as to the Pages Schools housed in the Jefferson Building. One of the two existing elevators has been burned-out for a lengthy period of time and the remaining elevator is manually operated and because of age is frequently out of service. The replacement elevator equipment will be competitively bid for both elevators with phased construction scheduled to replace the burned-out unit in Phase I. Phase I will require approximately 18 months to complete. It is expected that the bids will be less than \$350,000 for the replacement of the basic equipment for the two elevators. However, it is estimated that the balance remaining must be supplemented by an additional \$150,000 to complete the cabs, doors, and decorative finishes to recreate the ambiance as originally installed. The technical specifications are complete and the bid documents will be released during April 1984. The \$350,000 was reprogrammed from other previously approved projects that could be temporarily deferred until funds are replenished. The \$125,000 from Miscellaneous Improvements, No Year, is necessary to fund many small remodeling and improvement projects that will be delayed until these funds are restored. The \$145,000 from the Architect/Engineer design fees allotted for the Restoration project will be required to fund additional services necessary during the construction phase. The \$20,000 from the Fire Protection Project will be required to complete that work. And, the \$60,000 from the Energy Management project will be required as the base to which will be added additional funds requested in the FY 85 justifications for this purpose. Obviously, if the replenishment is not granted, the important projects from which the \$350,000 is proposed to be reprogrammed, could not proceed. Under those conditions, we would have to restore the funding for the elevator repairs to the basic restoration project, which would necessitate waiting until that time before the elevator repairs could begin.

Question: Concerning our discussion of gas purchases for the Capitol Power Plant, does your request of \$100,000 for such purchases reflect the anticipated demolition of the Senate annex buildings? On what schedule?

Response: The requested amount of \$100,000 for the purchase of natural gas in the Capitol Power Plant budget reflects experience over the past years as a result of the recent increase in the per unit cost of natural gas. The utility request for the Capitol Power Plant did not reflect, at the time it was prepared, a decrease in the budget due to the demolition of the Senate annex buildings.

Following is a summary of utility costs of FY 1982 and 1983 for each building:

Building	Gas		Oil		Electric	
	FY 1982	FY 1983	FY 1982	FY 1983	FY 1982	FY 1983
Plaza Hotel	\$	\$	\$23,052	\$25,033	\$32,401	\$35,940
Carroll Arms	12,724	15,491			40,717	39,406
Senate Court	1,286	1,079	38,860	46,214	39,096	34,415

Depending upon which buildings are demolished at any given time, the decreased utility costs will be reflected in the Capitol Power Plant financial report.

Question: What savings are expected to result from the use of the proposed second shuttle van for pick-up and delivery of various parts and materials for other jurisdictions of the Architect's Office?

Response: The second shuttle van will not be used for required pick-up and delivery activities. Rather, because of the staggered work schedules for the van drivers the positions requested will permit full-time staffing for the shuttle service (which will continue to function exclusively among the Capitol Complex of buildings, but on a more frequent basis), and for a consolidated pick-up and delivery service under the jurisdiction of the Landscape Architect. This latter service is currently provided on an "as available" basis; hence, its benefits are limited by the number of pick-up and delivery runs that can be made each day. The object of this service is to eliminate the need for a separate pick-up and delivery function under each of our Building Superintendents or Supervising Engineers, with the exception of certain emergencies that cannot be handled by the consolidated service (e.g., during off-hours when the service is not in operation). This consolidation will result in more efficient utilization of personnel and vehicles because the Superintendents and Supervising Engineers will no longer have to assign individuals for such activities, nor will vehicles be tied-up for unscheduled pick-ups.

It should be noted that these benefits are deemed to be of secondary significance in relation to the benefits to the Congress of more frequent shuttle service among the Legislative group of buildings.

Question: In your testimony before the House on your request for two more computer programmers, you indicated that you now have to pay people overtime for weekend work. What is the cost of this overtime? Will the additional two people eliminate the requirement for overtime duty?

Response: Overtime costs last year amounted to \$13,971 for the staff of our Data Processing Division. Three-fourths of this total is attributable to overtime paid to programmers on the staff. The two additional programmer positions are not expected to eliminate entirely the need for overtime hours but should substantially reduce our dependency on overtime to complete priority projects. We anticipate that overtime programming work will be phased out as the backlog of pending projects is eliminated.

Question: Why has your request for the computer-aided design and drafting system (\$600,000 in FY84 supplemental request) tripled from last year (\$200,000)?

Response: The fiscal year 1984 request for \$200,000 was for the initial acquisition and installation of hardware and software for a CADD system. After the funds were denied because of the uncertain future cost of the program, a consultant was engaged by contract to review the Architect's drafting operations and make recommendations as to the extent and type of CADD system that should be acquired.

The consultant's report, summarized in the fiscal year 1984 Supplemental justifications, indicated that the Architect should acquire a larger number of work stations than was originally anticipated for the start of the program. In addition, other hardware costs were recommended by the consultant.

The consultant's conclusion was that by implementing a CADD system, the Architect's drafting operations would achieve substantial productivity gains. By applying anticipated productivity gains to the cost of draftsmen, it is expected that the CADD system would pay for itself within ten years.

Question: While awaiting approval for the demolition of the Senate annex buildings, what amount have you budgeted for the maintenance of these buildings? How will maintenance costs be affected by a failure to approve the demolition or appropriate the necessary funds?

Response: The fuel and electricity costs for each building are summarized in the answer to a previous question. If the buildings remain empty, there will be a minimum of maintenance costs incurred. However, empty buildings have a history of vandalism and eventually require some maintenance to insure against fires and to provide safe passage for personnel.

Question: Regarding the West Front renovation project, it is my understanding that by far, most of the work has and will continue to be done by outside contractors and personnel. But some of your people will also be involved, both on the management side and in the actual work. Can you tell us how many of your personnel will be involved in this project?

Response: There are currently 15 temporary personnel being charged to the West Front project. It is expected that as the general restoration contract gets underway, between 20-25 total personnel may be hired as managers, contract administrators, and inspectors. In addition, approximately 15 Capitol Building employees may become involved with the interior aspects of the project.

Question: The Sergeant-at-Arms is the officer of the Senate principally responsible for security in the Senate wing of the Capitol and the Senate Office Buildings, but you have certain responsibilities for acquiring and installing equipment. How do you coordinate your activities with those of the Sergeant-at-Arms? What additional equipment have you acquired in response to the need for enhanced security measures and how has that acquisition been financed? Under what authority have you taken these actions?

Response: The Sergeant at Arms of the Senate is, by law, a member of the Capitol Police Board along with the Sergeant at Arms of the House and the Architect of the Capitol. Matters of security involving the Capitol, House and Senate Office Buildings, Capitol Grounds, and other legislative facilities are carefully coordinated by the Capitol Police Board with the respective Sergeants at Arms and Congressional leadership.

In 1973, H. Con. Res. 550 was approved by the Congress to authorize the Architect to procure and install security equipment in the legislative group of buildings and facilities. This authorization provided for the installation of closed circuit television cameras, X-ray inspection equipment, and intrusion alarm devices. Whenever the need has arisen to supplement the original installations we have requested and received increased authorization under H. Con. Res. 550 and the necessary funding. For example, in our request for a supplemental appropriation of \$2,100,000 for fiscal year 1984 for the installation of additional electronic security equipment, there is a request to increase the authorization under H. Con. Res. 550 by an amount equal to the appropriation.

Several years ago, the Senate Sergeant at Arms, with approval of the Senate Leadership, purchased magnetometers to be located around the Senate Galleries and at building entrances. Those units were transferred to the Architect of the Capitol for maintenance.

Following the bombing of the Senate Wing of the Capitol in November, 1983, the Capitol Police Board requested that an additional forty (40) units be purchased from Police funds for which a request for replenishment of funds would be requested through Senate and House Appropriations Committees. The urgency of the situation that prevailed, including new security measures approved for the Capitol by the leadership, justified an immediate reaction. I understand those units will be transferred to the Architect for maintenance.

The Architect's office has not purchased any additional equipment as a result of recent circumstances, but, as indicated above, we are requesting \$2,100,000 in additional funds for the installation of additional electronic security equipment. Much of this request is to provide for an expansion of the security program being developed for Capitol Hill.

As previously indicated, the authority for the Architect to purchase security equipment is contained in H. Con. Res. 550. The Senate and House Sergeant at Arms are authorized by 40 U.S.C. 193 to provide for the security of the Capitol and individuals therein; Capitol Police responsibilities are defined in 40 U.S.C. 212a.

Question: How do enhanced security requirements impact upon your FY85 budget? Please specify.

Response: The additional funding will not affect the FY85 budget request which is for maintenance and repair of security and other electronic equipment.

Question: Which Capitol offices have had intrusion alarms installed? Which offices have requested the alarms? Have any steps been taken to implement the recommendations made in your report to this Committee last year on the subject of office intrusion alarms?

Response: Following is a list of offices located in the U.S. Capitol that have Office Intrusion Alarm Systems (OIAS) currently installed:

1. House Intelligence Committee, Room H-405
2. House Recording Studio, HT-53
3. Attending Physician's Office, Room H-116
4. Architect of the Capitol, Rayburn Room
5. Office of the Speaker, Room H-122 and H-123, Silver Storage Room
6. House Sergeant at Arms, House Sergeant at Arms Disbursing Office
7. Minority Leader, U.S. House of Representatives, Room H-228, H-230 and H-232
8. House Appropriations Committee, Room H-135
9. Senate Disbursing, Room ST-39 and ST-41
10. Architect of the Capitol, Crypt Display Cases
11. Senate Foreign Relations, Room S-117
12. Secretary of Senate, Senate Disbursing, Room S-145
13. House Sergeant at Arms, House Chamber
14. Senate Restaurant System, Room S-109
15. Senate Law Library, Room H-416

Following is a list of offices located in the U.S. Capitol that have requested that Office Intrusion Alarm Systems be installed:

1. House Committee on Administration (HIS), Voting System Attic
2. Senate Restaurants, Senators Dining Room, S-109
3. Senate Restaurants, Family Dining Room, S-115
4. Senate Restaurants, Public Dining Room, S-212
5. Senate Restaurants, Snack Bar, SB-10
6. Senate Restaurants, Restaurant Office, S-113A

The recommendations have been partially implemented and the current concerns for increased security have caused the Capitol Police Board to review the OIAS program as well as other programs relating to electronic intrusion detection as reflected in the request for additional funds in the FY84 Supplemental justifications.

Question: In the justification accompanying your FY85 request, you indicate that the installation of bookstack sprinklers in the Jefferson and Adams buildings of the Library of Congress is proceeding within budget and should be completed by mid-1984. Can you be more specific at this time on the completion date? Do you have any reason to believe this project may come in under budget?

Response: The bookstack sprinklers are expected to be completed in July 1984.

Although the project is proceeding within the budget, until the work is actually completed it would be premature to say that the project will come in under budget.

Question: When will the repair work on the West Terrace steps of the Jefferson Building begin?

Response: The work will begin at the end of June or in early July, 1984.

Question: Can you quantify the net dollar savings you hope to achieve through implementation of your program for energy conservation?

Response: As reported in response to this question during the Hearings, the Net Life Cycle Savings according to the procedures in the National Bureau of Standards Life Cycle Cost Analysis, is \$71,604,000 over a 15-year expected life of the equipment.

Question: Do you still anticipate completion of the West Front Broad Walkway replacement project by September 1984? If not, why not?

Response: The current anticipated completion date for the walkway project is October/November, 1984. Unanticipated subsoil conditions required additional work, causing the delay.

QUESTIONS SUBMITTED BY SENATOR BUMPERS

ARCHITECT OF THE CAPITOL

Supplemental Requests for Fiscal Year 1984

Security Requirements

Question: Please explain the \$2,100,000 request for additional security equipment. Has this equipment plan been approved by the leadership and the security task force? How does this equipment fit into the overall security plan for the Capitol Complex?

Response: The following is a list of the expected expenditures for additional security equipment and installation:

Replace Existing Metal Detectors with State-of-the-Art Existing Units 6+ Years Old.....	\$ (100,000) ¹
Supplemental Existing Metal Detectors to Cover House and Senate Office Buildings.....	(100,000) ¹
Additional Cameras and Central Equipment for CCTV System.....	1,200,000
Upgrade and Expand Existing Video Recorder System.....	600,000
Additional Intrusion Detection to Cover Potential Entries into the Capitol and Office Buildings.....	100,000
Add 5 Additional X-ray Scanning Devices at the Entry Points into the Buildings and Capitol.....	200,000 ²

1 These funds are not required as the Capitol Police have already purchased metal detectors.

2 These units will be purchased with the funds available from the withdrawal of the metal detector request.

The Security Coordination Team, in consultation with Ray Carroll, my Director of Engineering, prepared the above estimates, which have also been submitted to the Capitol Police Board. I cannot say that the leadership has specifically approved each estimate but, in general, they are quite aware of the need for increased expenditures in the areas noted.

The additional metal detectors, X-ray units, and intrusion detection devices are an extension of the plan that permits the continuance of the "openness" concept for access to the Capitol by the public, and at the same time enhances the ability of the Police Board to respond to their responsibilities in a modern and efficient manner.

Library Renovation Project

Question: You have requested \$111,000,000 for the Library renovation project. Please give an up-to-date summary of this project

which was previously discussed at length during last year's hearing. Do you have completed drawings and final cost estimates? What accounts for the increase from last year's \$72 million budget request and the \$111 million requested this year?

Response: The drawings have been completed and the cost estimates are current for the Library restoration project. Methods A, B and C are summarized below.

	<u>Fiscal Year 1983</u> <u>Supplemental Estimate</u>	<u>Fiscal Year 1984</u> <u>Supplemental Estimate</u>
Method A	\$ 72,270,000	\$ 80,000,000
Method B	85,480,000	95,000,000
Method C	102,176,000	111,000,000

The difference between last year's \$72 million request and the \$111 million requested in the fiscal year 1984 supplemental is twofold. The \$72 million is based on Method A costs, whereas the \$111 million is based on Method C costs. Method A assumes that the Architect of the Capitol would manage the project and hire temporary personnel to do the actual work, and Method C assumes that most of the work will be performed under general contract. In addition, one year's escalation cost has been added to the estimates.

Restoration of the Immigration Building

Question: You are requesting \$10 million in the supplemental to restore the Immigration Building. Why do you propose to restore this building and demolish the other buildings in that block?

Response: The Immigration Building is structurally sound and can provide useful office space for the next 20-40 years if the building is renovated and maintained properly. The other Senate Annex buildings are not in a condition to warrant renovation, with the possible exception of 128 C Street.

FY 1984 Budget Requests

Question: What is the status of the \$49 million restoration of the West Central Front of the Capitol which was funded in the FY 1983 supplemental appropriation bill? Is this project progressing as planned?

Response: The Paint Removal Contract and the Test Drilling Contract are complete. The information gained from the test drilling has been incorporated into the contract documents for the General Construction Contract.

The Project Manual, specifications and drawings for the general contract have been issued to the prospective offerors. A preproposal conference is scheduled for the first week in April. The contractor selected for this phase will be responsible for the drilling of holes, installation and grouting of tie rods, and removal and replacement of faulty stones. It is anticipated that a contract will be awarded by the end of May, 1984; the Contractor will then submit his proposed construction schedule for approval.

To date, \$1,927,861 of the \$49,000,000 appropriation has been obligated, leaving an unobligated balance of \$47,072,139. The current cost estimate for the restoration work indicates that the project is within the budgeted amount.

The following table summarizes the current construction schedule.

Paint Removal Contract Completion.....	February, 1984
General Construction Contract Completion...	November, 1987
Painting Contract Completion.....	November, 1987
Birdproofing Contract Completion.....	February, 1988

Senate Office Buildings

Question: You are proposing to demolish the so-called "Senate Annexes," those converted office buildings that used to be the Carroll Arms Hotel, etc. Which annex buildings are involved, and what is the demolition cost? What plans have you made for use of the space provided by the demolition?

Response: The following table summarizes the requested information.

120 C Street (Senate Court Apartments)
129 C Street (Single Dwelling)
126 C Street (Single Dwelling)
301 First Street (Carroll Arms)
331 First Street (Plaza Hotel)

Total Demolition and Paving Cost.....\$1,266,000

After the buildings have been demolished, the lots will be paved to provide parking space.

Question: I understand the Hart Senate Office Building is approaching the final stages of construction. What needs to be completed? Is the work proceeding within budget?

Response: The following table summarizes the requested information.

<u>Unfinished Areas</u>	<u>Current Percent Complete</u>
Auxiliary Office Space.....	80%
Central Hearing Facility.....	55%
Physical Fitness Facility.....	0% ¹
Dining Area, 9th Floor.....	0%

¹ Sec. 416 of P.L. 97-272 provided that the funds for the gymnasium should not be obligated for that purpose, and were made available for other work in the Hart Building.

The project is proceeding within the budget.

Management Responsibilities of the Architect of the Capitol

Question: The Chairman of the Appropriations Committee has asked the Architect of the Capitol to provide a memorandum for the record which would address some of the perceived problems encountered due to the management responsibilities of the Architect of the Capitol vis-a-vis the Senate Sergeant-at-Arms. In providing this information for the record, I would be appreciative if the Architect would indicate in some detail the personnel problems that might be encountered in any transfer of personnel from the Office of the Architect of the Capitol to the Senate Sergeant-at-Arms. The personnel that may be affected are currently subject to certain Office of Personnel Management rules and regulations regarding pay and leave administration that may differ substantially from the policies of the Office of the Senate Sergeant-at-Arms. In addition, I understand that the employees, under jurisdiction of the Architect of the Capitol have, as a matter of policy, grievance and adverse action appeal rights which provide them a degree of protection that is not available to employees of the Senate Sergeant-at-Arms. Would you please analyze these and any other factors that might possibly adversely impact on the employees that may be affected?

Response: The following is a discussion of the conditions of employment and personnel problems that might be encountered in any transfer of Senate Office Buildings Custodial Workers and Laborer-Cleaners, and Senate Restaurant employees to the Senate Sergeant-at-Arms.

Custodial Workers, Laborer-Cleaners, and Senate Restaurant Administrative Employees Paid from Appropriated Funds

Custodial Workers, Laborer-Cleaners, and Senate Restaurant Management-office employees who are paid from appropriated funds occupy regular positions under the jurisdiction of the Architect of the Capitol, which in effect provides them with "tenure" as permanent employees. This results in employing a long term stable workforce. While their employment is not subject to the adverse action appeals and grievance system mandated by statute under title 5 of the United States Code, they are afforded the benefit of procedures similar to those administered for career employees in the Executive Branch in such areas as discipline, procedures for taking adverse actions, and procedures for adjudicating adverse action appeals.

The pay for Custodial Workers and Laborer-Cleaners is established on a prevailing rate basis in accordance with the provisions of section 5341-5349 of title 5, United States Code, on the basis of wage determination surveys conducted in the Washington area, by the Department of Defense. Senate Restaurant Management-office employees are paid in accordance with the provisions of Chapters 51 and 53 of title 5, United States Code. The latter category of employees are compensated from the General Schedule ("GS"). Such employees occupy positions that are classified by the application of OPM standards. The classification of such positions is subject to post audit by OPM and employees have the right to appeal the classification of their positions directly to OPM. In addition to entitlement to a scheduled rate of pay, the pay of both groups may also include holiday pay, sunday premium pay and overtime pay. Prevailing

rate employees, including custodial workers and laborer-cleaners, are entitled to night differential pay and such pay is included in base pay for the purposes of determining their Life Insurance (FEGLI) benefits, and in calculating their retirement annuity.

These employees are subject also, to the provisions of Chapter 63 "Leave" of title 5, United States Code. Upon transfer from their employment with the Architect, the employees would receive a terminal leave lump-sum payment to compensate them for any unused annual leave accumulation. This payment would place them in violation of the dual compensation laws as the employees would immediately be employed with the Senate Sergeant-at-Arms. The terminal leave payment is necessary as the employees would be transferring from the formal leave system established by statute which is applicable to employees of the Architect of the Capitol to the informal leave system adopted as a matter of policy for employees of the Senate Sergeant-at-Arms. In regard to their sick leave, these employees would lose their accumulated leave balances unless legislation is provided for the credit of unused sick leave for subsequent consideration in connection with the computation of any CS annuity. Without such legislation, their transfer to the Senate Sergeant-at-Arms would serve to reduce their retirement annuities!

Senate Restaurant Employees Paid from Non-Appropriated Funds

Senate Restaurant employees paid from the revolving account (non-appropriated funds) are covered by statute to the extent that they are considered to be Federal employees and as such are under the Federal Civil Service Retirement system, Federal Employee Group Life Insurance program as well as the Federal Employees Health Benefits program. In this respect their coverage under Civil Service statutes is the same as that of Senate employees. As a matter of fact, this group of employees have been defined as Senate employees rather than employees of the Architect.

With the exception of a few temporary employees, all Senate Restaurant Food Service employees occupy regular positions which, in effect, provides them with "tenure." While their employment is not covered under the adverse action appeals, disciplinary and grievance systems mandated by statute under title 5, United States Code, they are, as a matter of policy, covered by adverse action appeal procedures.

Pay is set for Senate Restaurant Food Service Workers in accordance with a prevailing rate wage schedule developed by the Architect of the Capitol, and approved by the Chairman, Committee of Rules and Administration.

There is a formal leave system that was developed by the Office of the Architect of the Capitol, with assistance from the General Accounting Office, and approved by the Committee on Rules and Administration. Employees transferring from the Senate Restaurants to the Senate Sergeant-at-Arms would receive a lump-sum payment for all annual leave they have accumulated and would lose their accumulated sick leave. Since the sick leave is accumulated in a formal leave system, it is used in calculating the amount of annuity each employee would be eligible to receive. This would eventually serve to reduce their retirement annuities, unless legislation is approved that would permit the saving of such leave for transfer to the Sergeant-at-Arms, or for credit at the time of retirement.

Protection for Employees

Legislation effecting the transfer should have the following language:

"In no case shall any such employee receive a reduction in basic compensation as the result of such transfer."

"For purposes of section 8339(m) of title 5, United States Code, the days of unused sick leave to the credit of any employee transferred by this Act shall be included in the total service of such employee in connection with the computation of any annuity under subsections (a)-(e) and (o) of such section, unless the balance is transferred with the employee to a position with the Sergeant-at-Arms and is subsequently used by the employee before retirement."

"In the case of days of annual leave to the credit of any such employee as of the date such employee is transferred by this Act, the Architect of the Capitol is authorized to make a lump-sum payment to each such employee in order to compensate such employee for that annual leave. Such payments shall not be considered a payment or compensation within the meaning of any law relating to dual compensation."

CONCLUSION OF HEARINGS

Senator D'AMATO. The hearings are concluded.

[Whereupon, at 10:20 a.m. Wednesday, March 21, the hearings were concluded and the subcommittee was recessed to reconvene at the call of the Chair.]

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